

**Meeting of the Census Advisory Committee on the  
American Indian and Alaska Native Populations**  
December 10, 1997  
and  
**Joint Meeting of the Census Advisory Committees on the  
African American, American Indian and Alaska Native,  
Asian and Pacific Islander, and Hispanic Populations**

At the Francis Amasa Walker Conference Center  
Suitland, Maryland  
December 11-12, 1997

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**Minutes Prepared by the History Staff**

**ATTENDANTS AT MEETING**  
(Asterisk [\*] indicates one day only)

**American Indian and Alaska Native Committee Meeting December 10, 1997**

**Members Present**

Theodore Jojola, Chairperson

Glenda Ahhaitty  
Robert Wayne Nygaard  
Gregory A. Richardson  
Larry Rodgers

Matthew Snipp  
Rosita Worl  
Curtis Zunigha

**Members Absent**

Wilbur Red Tomahawk

**Joint Meeting of the Census Advisory Committees December 11-12, 1997**

**African American**

**Members Present**

Robert B. Hill, Chairperson

L. Patricia Johnson  
Diane Powers

Kermitt Nathaniel Waddell

**Members Absent**

Amos C. Brown  
James C. Jackson  
John Johnson

Juliette Thorpe Okotie-Eboh  
Barbara Sabol

## **American Indian and Alaska Native**

### **Members Present**

Theodore Jojola, Chairperson

Glenda Ahhaitty  
Robert Wayne Nygaard  
Gregory A. Richardson  
Larry Rodgers

Matthew Snipp  
Rosita Worl  
Curtis Zunigha

### **Members Absent**

Wilbur Red Tomahawk

## **Asian and Pacific Islander**

### **Members Present**

Cyril Nishimoto, Chairperson

Piyush C. Agrawal  
Haunani Apoliona  
Margaret Chin  
Judy Chu

Alex Esclamado  
Ngoan Thi Le  
\*Paul Ong  
Salafai J. Suafa'i

## **Hispanic Population**

### **Members Present**

John García, Chairperson

Jorge Chapa  
Anthony Chávez  
\*Guarione M. Díaz

Aileen Lucero  
Maria Roman  
Saul Solorzano

### **Members Absent**

Ronaldo Martinez Cruz

Herman Sulsona

### **Other Persons Present**

Gwen Carr, Political Director, Democratic National Committee  
Clifford Collins, Executive Director, Maryland Association of Community Action Agencies  
Steven Deluca, Contractor  
Laura Evans, Office of Inspector General, U.S. Department of Commerce  
John Gray, Associate Under Secretary of Economic Affairs  
Jeanne Griffith, Director, Science Resources Studies, National Science Foundation  
Stuart Ishimaru, U.S. Department of Justice  
Bruce Jacobs, Member of Census 2000  
Robert Mallet, Deputy Secretary  
Lee Price, Acting Under Secretary for Economic Affairs  
Marian Thompson, U.S. Department of Justice  
Clyde Tucker, Bureau of Labor Statistics  
Bernard J. Witten, Witten Consultant

**Meeting of the Census Advisory Committee on the  
American Indian and Alaska Native Populations**  
December 10, 1997

**Summary**

**Introductory remarks.** Ms. McKenney and the American Indian and Alaska Native Committee introduced themselves.

**Alaska Native enumeration plan.** Ms. Randall discussed the differences and similarities between the 1990 census in Alaska and the plans for Census 2000. This discussion included enumeration methods, a "list/leave" process to be tested for use in larger villages, outreach, and promotion. She also briefed the Committee on plans for the Seattle Regional Office for a dry run of the training materials in January 1998 and the February/March 1998 census test that will be conducted in Alaska. This test would be a research test rather than a dress rehearsal.

There was concern that response might not be as high as hoped because populations in remote areas were unlikely to travel to a populous center just to complete a questionnaire.

Ms. Randall discussed the issue of census workers in Alaska, including a 25-percent cost of living adjustment over and above their base salaries. She said that currently momentum was increasing as Census 2000 approached.

The Committee urged cooperation with the Bureau of Indian Affairs, the National Congress of American Indians, and the National American Indian Housing Council during the preparations and conduct of the census. Additionally, the Committee believed it may be useful for the Census Bureau to speak at these organizations' conferences to discuss and promote the census.

The Committee encouraged the recruitment of Alaska Natives, including college students, to work as enumerators in Alaska during Census 2000.

**Update of geography issues.** Ms. Stroz spoke to the American Indian and Alaska Native Committee about the Census Bureau's American Indian and Alaska Native Geographic Programs for Census 2000. These programs include—the Alaska Native Village Statistical Area Program, the Block Definition Project, the Participants Statistical Areas Program, the State Designated American Indian Statistical Area Program, the State Reservation Program, the Tribal Designated Statistical Area Program, the Tribal Jurisdiction Statistical Area Program, the Tribal Subdivision Program, and the Tribal Review Program.

Committee members asked if the Topologically Integrated Geographic Encoding and Referencing File would be used, and if the tribes would have access to this file. An explanation was given on how the Census Bureau sets the criterion for recognizing Indian tribes and tribal boundaries. This explanation resulted in concern for American Indians not living on reservations as well as the definition of American Indian and Alaska Native reservation's boundaries.

Census Bureau staff encouraged the Committee and the populations they represented to participate and offer suggestions to the Census Bureau regarding census/tribal concerns.

**Tribal government liaison program.** Ms. Waldrop described the booklet she had compiled on the Census 2000 plan. This booklet was an abbreviated version of the operational plan given to Congress; its intended audience was the leaders of the American Indian and Alaska Native tribes. Plans for a second booklet and promotional materials also were discussed.

The Committee commented on and made suggestions for census publications that would be of use to the American Indian and Alaska Native populations.

Ms. Darling discussed the tribal liaison and the need for additional tribal government representation. Following comments and concerns of the Committee members, Ms. Darling stated that there was not a tribal liaison program in place for the urban American Indian and Alaska Native populations due to budget constraints; partnership specialists are expected to work with urban dwelling American Indians and Alaska Natives.

Ms. Darling discussed the mailings sent to the 564 federally-recognized tribes' chairpersons. The Census Bureau asked each tribal chairperson to designate a member to act as liaison between their tribe and the Census Bureau. The Committee offered suggestions on how the Census Bureau could reach American Indians and Alaska Natives who were not represented directly by one of the tribal liaisons. The Committee believed these urban populations suffer from census undercounts because they did not live amid the fixed boundaries of a reservation.

Ms. McKenney told the Committee the American Indian and Alaska Native programs would be overseen by the Associate Director of Communications. Field Operations would be responsible for implementation of the census. Also, the Census Bureau will be hiring 172 partnership specialists to work out of the 12 regional offices.

Ms. Darling assured the Committee that the areas with high concentrations of American Indians and Alaska Natives would receive increased attention. She added that the Kansas and Denver Regional Offices are expected to concentrate on hiring American Indian and Alaska Native employees. The Census Bureau will make an effort to ease the difficulties associated with training new employees to understand the terminology and responsibilities that accompany the tribal liaison's position.

**Discussion of staffing needs.** Ms. McKenney updated the Committee on the Census Bureau's efforts to increase recruitment of American Indian and Alaska Native employees. She stated that the improvements made in American Indian and Alaska Native census data have been a result of the advocacy of the American Indian and Alaska Native workforce at the Census Bureau. The Committee asked about the current Census Bureau workforce at its headquarters and the regional offices. They made suggestions as to how American Indian and Alaska Native recruits could best serve their populations.

Although hiring had not yet begun, it was believed that the Census Bureau would be hiring advertising specialists for the regional offices and about 30 positions would be opening at Census Bureau headquarters.

In an unrelated matter, Mr. Richardson informed the Census Bureau of changes made to Indian housing programs. This will affect attempts to compile an address list for Indian reservations.

**Public comment.** There was no public comment.

### **Introductory Remarks**

Ms. McKenney welcomed the Census Advisory Committee on the American Indian and Alaska Native Populations. She expressed her hope that the Committee would offer some substantial advice to the Census Bureau.

Ms. McKenney asked each member to identify themselves and provide some background into their experiences.

Mr. Richardson introduced himself as a member of the Haliwa-Saponi Indian tribe of North Carolina.

Ms. Ahhaitty identified herself as a resident of the Los Angeles, CA area. She is Cherokee from northeastern Oklahoma.

Mr. Snipp said he traced his identity to the Cherokee and Choctaw tribes. His family originated in northeastern Oklahoma. He is a sociologist and demographer and has studied American Indian demography for the past 15 years.

Mr. Rodgers said that he recently accepted a position working for the Utah Navajo Trust Fund. Prior to this position, he had worked for the Navajo Nation.

Mr. Zunigha identified himself as a resident of Oklahoma as a Delaware and Pueblo Isleta Indian and White. He serves as the elected Chief of the Delaware Tribe of Indians, the first tribe recognized by the United States Government. His background is in public relations and media. His appointment to this Committee affords an opportunity to address the census related concerns he has heard in "Indian Country." He also believed that his participation would enhance the collection and utilization of census information.

Mr. Zunigha also felt a personal attachment and duty to the Committee stemming from his friendship with the late Raymond Johnson, who worked on the 1990 Census.

Mr. Nygaard introduced himself as a member of the Sault-Ste-Marie Tribe of the Chippewa Indians. He said he has participated in the tribe's planning and development staff for the past 19 years. He had served as the Geography Liaison during the 1980 and 1990 censuses for his Tribe. He noted that this is his third year on the Committee.

Ms. Worl said that she was Tlingit from Alaska. She serves on the Board of Directors of Sealaska Corporation, which is the entity that received her Tribe's lands in southeastern Alaska. She also is on the Board of Directors of the Alaska Federation of Natives. She is an anthropologist studying hunting and fishing societies and industrial development and its impacts on Native People in the circumpolar Arctic.

Ms. Darling said that she is Prairie Band Potawatomi. She is originally from Oklahoma, and her reservation is in Kansas. This was her first Advisory Committee meeting as a liaison. She encouraged the members to contact her should they have any questions or concerns.



Ms. McKenney identified herself as the Census Bureau's Senior Research and Technical Advisor. She announced that Ms. Ahhaitty would be acting chair until Mr. Jojola arrived.

### **Alaska Native Enumeration Plan**

Ms. Randall explained that the Census Bureau was just beginning to develop enumeration procedures for Alaska Natives in Census 2000. She noted that much of her presentation would deal with 1990 census procedures because the Bureau's plan for Census 2000 will improve upon those used in 1990. She mentioned she had worked the last two censuses in Alaska.

The overall goals for Census 2000 are that it be simpler, less costly, and more accurate than the 1990 decennial census. The 1990 census in Alaska differed from earlier censuses in at least two ways—

- Three experienced permanent census managers were assigned to the Anchorage, AK office. This added a tremendous amount of stability to that office.
- The Bureau recognized that Alaska contained number of unique features which made census taking difficult, including its tremendous size (about 2.5 times the size of Texas), sparse population, limited transportation facilities (a limited road network and in some areas, primary transport consisting of planes, float planes, and boats), an extreme climate (winter temperatures can reach -75°F in the northern part of the state, as the ice melts during spring breakup, planes can not land for up to 4 weeks between mid-April and late May), and higher cost due to transportation expenses and wage rates.

In 1990 the Bureau used three enumeration methods in Alaska. The first mailout/mailback census in Alaska was carried out in 1990 in Anchorage borough and the city of Fairbanks. Alaska had the lowest mail return rate in the Nation. The second enumeration method was list/enumerate, which consisted of enumerators marking on maps the locations of housing units and then administering the questionnaire to a member of each housing unit. This approach was used in all other large cities. The third method, remote list/enumerate, was used in all outlying areas in Alaska, including Alaska Native villages and non-native villages. These specialized procedures were developed in the Seattle Regional Office, at Bureau headquarters, at the University of Alaska, and by agency geographers.

For the remote areas, the Bureau decided that data collection had to be completed before the ice broke up and the ground became too soft to land a plane for several weeks. The size of the area to be covered was so large that the agency broke the enumeration into four waves, beginning in the first week of February 1990, followed by a new wave every 2 weeks. One team leader was responsible for enumerating three or four villages. Local residents were hired as enumerators, after consultations with the village council. The Bureau accepted the councils' selections for enumerators and did not apply the usual testing procedures. Team leaders did receive classroom and field training, and after their training, they went into each village for which they were responsible and provided on-the-job training for the enumerator selected by the village council. Prior to the arrival of the team leaders, each of Alaska's 226 Native villages was visited at least twice by census community awareness specialists. Sometimes, the second visit was handled by a field operations supervisor. During local review, after the initial data collection, the team leaders gave the tribal governments preliminary population and housing counts. If the tribal

government disagreed, the areas of disagreement were reviewed, and discrepancies were resolved. As a rule, the Bureau did not send enumerators back to the village after the completion of data collection.

In Census 2000, the Bureau will use four enumeration methods rather than the three that were used in 1990. The mailout/mailback approach will be extended to all large towns in Alaska and will account for about 70 percent of the population. With targeted promotion, the Bureau hopes to increase the response rate from these areas. Improving communication and coordination with the U.S. Postal Service in Alaska will be a necessary part of the effort to increase response rates.

The biggest change for Census 2000 in Alaska will be the implementation of the advance list, update leave enumeration methodology. The Bureau used this approach in the lower 48 states for the last couple of censuses, but it has never been tried in Alaska. The five largest Alaska Native villages (representing approximately 50 percent of the rural population) will be enumerated using this method. The agency plans to begin advance listing in the summer of 1998. Enumerators will be sent to particular areas to mark the locations of all housing units on census maps, to list the addresses in an address register, and to obtain mailing addresses for all households in this part of the state. A couple of weeks before Census Day, enumerators will visit each housing unit and leave a census questionnaire with instructions to complete and return it to the Bureau by mail. Follow-up enumerators will return to each housing unit that does not return a completed questionnaire. The Bureau hopes to improve response in these large towns and villages above the 1990 level.

The last two methods, list/enumerate and remote enumeration, will be very similar to their 1990 counterparts, except that the geographic area in which these approaches will be used will be much smaller than they were in 1990. Among the key elements of the remote enumeration in Alaska in Census 2000 are—

- Early enumeration (training in January followed by data collection beginning in February).
- Finish data collection by April 1.
- Conduct the census in three waves instead of four.
- Team leaders will be responsible for enumerating five or six towns or villages.
- The Bureau will recruit team leaders throughout the state, but experience suggests that most hires will come from areas with larger populations.
- Team leaders will be given classroom training and field training in training villages.
- On-the-job training for enumerators.
- Will make extensive use of local hires, many of whom will be recommended by village councils or local nonprofit organizations.

- To improve efficiency, each wave will be overseen by a field operations or office operations supervisor
- The agency expects to use its regular hiring process to select team leaders and field operations supervisors and expects these employees to work for the duration of the remote census.
- Remote enumerators will be required to carry their own food, water, and sleeping bags.

The Census Bureau would like to know if these procedures will still work in 2000, and if some type of self-enumeration would be more broadly feasible. In February and March 1998, the agency will conduct a test in Alaska to determine if this approach will work. The Census Bureau will test the list/leave process (that will be used in larger villages), in which an enumerator will mark the location of the housing unit on a census map, write the address in an address register, deliver a questionnaire, and instruct the respondent to complete the form and return it to a central location, such as the tribal office or the local school. The Census Bureau will staff the central locations to receive the questionnaires and provide assistance as needed. There is some feeling that the procedure is unlikely to work in areas where oral culture remains dominant but that the outcome is much more promising in places where written culture is more ingrained. During the test, village leaders will participate in local review, in which they review census maps, raise questions, and resolve problems. The test will not include integrated coverage measurement.

The Seattle Regional Office plans to conduct a dry run of the training materials in January 1998. Enumerator training will take place at the end of February. Within the next week or so, the Census Bureau hopes to hire a community specialist to work with the village councils in the test area to stage an event to bring people into the village. People are more likely to return the questionnaires if there is an event of some kind to attract them to the village. The overriding issue in this approach is cost, and it is not clear if the Census Bureau will be able to earmark money for promotion and refreshments. Following the test there will be a debriefing in which participants will evaluate the results and ascertain whether this method should be used in Census 2000.

For Census 2000, the Census Bureau expects to have a local census office in Anchorage, staffed by experienced census managers. With the expansion of mailout/mailback and advance listing, the agency expects to hire 700-800 short-term employees, starting in the summer of 1998 with advance listers. Census 2000 will have to pay greater attention to special places than the 1990 census did. For the last census, Bureau headquarters sent a list of 600 special places to the Anchorage office; by the end of the census, local Bureau officials had compiled a list of more than 1200 special places. One result of the low initial estimate of the number of special places was that the Alaska office was badly understaffed for this operation.

Most of the outreach for the 1990 census was aimed at rural areas. In Census 2000, the Bureau plans to focus more on urbanized areas. With four data-collection methodologies and three waves of data collection, the Alaska effort will require localized outreach and promotion. One message will not apply to the entire state. Communications with remote areas will be by fax and telephone; this may reduce the need for Census Bureau personnel to visit some of these areas. The Census office will be able to communicate by Internet, but many of the remote areas will not. The Census Bureau will also rely on its ongoing relationships with the Bureau of Indian Affairs and

tribal agencies, the Alaska State Data Center, and the Governor's census liaison. The Census Bureau has not hired its partnership specialists for Alaska yet.

On the issue of pay for census workers in Alaska, the recommendations of a Census Bureau sponsored study by Westat, Inc., will probably be adequate for temporary census workers. All Federal employees in Alaska receive a 25-percent cost of living adjustment over and above their base salaries. This will be an attractive wage, which will be important because wages in Alaska are high. The Census Bureau will probably use bonus incentives in Census 2000, but Ms. Randall felt that they should be adjusted to take conditions in Alaska into account.

Ms. Ahhaitty asked that copies of Ms. Randall's briefing be sent to all Committee members. Ms. Randall agreed to make copies available to the members. Mr. Richardson asked about the Census Bureau's plans to collaborate with tribal governments in Alaska and to gain access to remote sites to count their populations. Ms. Randall replied that in 1990, a Census Bureau representative phoned the tribal governments and made appointments to discuss the census with each one. Preliminary census information was also sent to each tribal government. The latter was not particularly helpful; in a number of cases, census community awareness specialists saw unopened copies of the census mailing package on the desk of the person with whom they were talking. Census Bureau representatives personally visited each Alaska Native village in 1990. For Census 2000, the Bureau plans personal visits to each village. The agency also wants to hire local people suggested by the village councils as enumerators and to sponsor a group of regional meetings to get the word on the census out. Mr. Richardson asked about the participation of natives in these regional meetings. Ms. Randall replied that the turnout has been very good recently. A couple of years ago, the number of people attending these meetings was much lower, but momentum for the census is breaking through. She said she was seeing the most interest in the census at this time in the census cycle that she could remember. Ms. Ahhaitty asked about the Census Bureau's ability to provide resources for the village events since the local authorities will be unlikely to have access to those resources. Ms. Randall said that she agreed on the need for more resources. She added that she had raised this issue at Census Bureau headquarters but had no answer yet.

Mr. Rodgers asked if the 1998 test would be similar to the Census 2000 Dress Rehearsal. Ms. Randall replied that the two operations would be quite different. The dress rehearsal will implement and review the procedures the Census Bureau expects to use in Census 2000. The 1998 Alaska test will be a research test to determine if the list/leave methodology would work in smaller villages as well as in large ones.

Ms. Worl asked if the Census Bureau worked in concert with the Bureau of Indian Affairs (BIA). Ms. Darling replied that the Census Bureau does work with the BIA and that a good example was the preparation of maps for reservations, villages, and statistical areas for the 1990 census. She added that she works with the BIA on certain projects and that Dr. Riche is a member of the Domestic Policy Council's working group on American Indians and Alaska Natives. The Census Bureau acknowledges that it can not take Census 2000 by itself. In 1990, the BIA certified reservation and village areas; for Census 2000, the Census Bureau will work directly with tribal governments. Mr. Zunigha noted that since Ms. Worl is the only Alaska Native on the Committee, he would be inclined to follow her lead on many of the technical issues that focus on the enumeration in Alaska.

Ms. Ahhaitty said she thought the BIA ought to participate more in meetings and events that pertain to American Indians and Alaska Natives that take place in the Washington, DC area.

Ms. Worl said she wanted to invite representatives from the Census Bureau and the Bureau of Indian Affairs to speak at this year's American Federation of Natives board meeting.

In response to a question by Dr. Snipp about recruiting Alaska Native college students to be enumerators, Ms. Darling noted that there were no tribal colleges in Alaska. Mr. Richardson emphasized the importance of the Bureau forging collaborative relationships with the National Congress of American Indians and the National American Indian Housing Council. He wondered if the Census Bureau had plans to speak at conferences of these and similar organizations. Ms. Randall said the Census Bureau did attend the mid-year conference of the National Congress of American Indians and that the agency does try to get on the agendas of conferences, especially in Alaska.

### **Update of Geography Issues**

Ms. Stroz made a presentation on the Census Bureau's American Indian and Alaska Native Geographic Programs for Census 2000 and handed out a summary of these programs. She displayed two maps—one showing the distribution of the Lumbee tribe in a North Carolina tribal designated statistical area (TDSA) and the other showing the concentration of the Coquille tribe in a TDSA in Oregon. Ms. Darling said Ms. Stroz is also a part of the tribal government liaison team at the Census Bureau.

Ms. Stroz noted that the American Indian and Alaska Native Geographic programs are to collect boundaries and later tabulate data for those areas. She summarized the programs as follows:

The Census Bureau will start its Alaska Native Regional Corporation Program early next year. This program will provide the 12 non-profit Alaska Native Regional Corporations with the opportunity to update the boundaries of these geographic areas. The Census Bureau used this program in 1990 and is not making any major changes in it for Census 2000.

For the Alaska Native Village Statistical Area program, the Census Bureau will work with the non-profit Alaska Native Regional Corporations to delineate, review, and update any of the Alaska Native Village Statistical Area boundaries, and again, the agency is not making any changes to this 1990 program for Census 2000.

The Block Definition Project is in progress in conjunction with the Tribal Review program. In this project, federally-recognized American Indian tribes with a reservation or with a Tribal Jurisdiction Statistical Area in Oklahoma can select features to hold as block boundaries. The resulting block definitions will represent smaller units of geography that will provide better data for the American Indian community from Census 2000.

The Participant Statistical Areas program (in 1990, it was known as Statistical Areas program) will provide opportunity to tribes to delineate census tract, block groups, census county divisions, and census designated places if the population thresholds are met. The Census Bureau made a major change in this program for Census 2000 by eliminating the population threshold for census designated places. As a result, more communities can become census designated places for Census 2000. This change was made based on comments from the public when the criteria for census designated places were published in the *Federal Register* for comments.

A new program for Census 2000 is the State Designated American Indian Statistical Area program. The Census Bureau will offer this program to the states for state-recognized American Indian tribes without a land base. This program will start in 1998.

The purpose of the State Reservation program is to provide data to tribes where the state recognizes a land base for a tribe, but the tribe is not federally recognized. The Census Bureau will tabulate data for these areas.

The Tribal Designated Statistical Area program provides the opportunity for all federally-recognized American Indian tribes outside the State of Oklahoma without a land base to delineate an identifiable land area as a TDSA. The Census Bureau made one major change to this program for Census 2000. In 1990, both federally-recognized tribes and state-recognized tribes delineated TDSAs. For Census 2000, this program will be open only to federally-recognized tribes. The State Designated American Indian Statistical Area program will be for the state-recognized tribes.

The Tribal Jurisdiction Statistical Area (TJSA) program is for the tribes in Oklahoma without a land base. The tribes can delineate an identifiable land area as a TJSA. The Census Bureau will provide data for those areas. The Bureau made a major change in this program for Census 2000 by allowing the delineation of a TJSA extending into any state that borders Oklahoma.

The Tribal Subdivision program is a new program for Census 2000. This program provides all federally-recognized tribes with a reservation or trust lands the opportunity to delineate administrative subdivisions. This program will support tribal requests for data from Census 2000 that were not available from the 1990 census. For the 1980 census, the Bureau tabulated data for Indian subreservation areas which were similar types of geographical areas.

The Tribal Review program is the first program offered in the decennial cycle. This program provides opportunity for the federally-recognized tribes with a reservation or trust lands to provide boundary updates to the Census Bureau. Ms. Stroz noted that the Census Bureau and the Bureau of Indian Affairs signed a Memorandum of Understanding in 1995 that allows the tribes to submit their boundary changes directly to the Census Bureau. She noted that, during the first cycle of this program, the Census Bureau has received a 35-percent response rate from the tribes which is the highest rate the Census Bureau has ever had. For the next cycle, the Census Bureau will move to an yearly process to collect the boundary updates for American Indian reservations, trust lands, Alaska Native Regional Corporations, and state reservations. In addition, to emphasize the government-to-government relationship that the Census Bureau has with federally-recognized tribes, letters signed by the Director of the Census Bureau will be mailed to the tribes requesting boundary updates and a toll-free telephone line will be opened for tribes to call to request census maps for the Tribal Review Program. The Bureau is providing postage-paid return envelopes for tribes to submit their maps to the Census Bureau. All this information also will be on the Census Bureau's Internet web site. Ms. Stroz gave the Census Bureau's Internet address to the subgroup.

Ms. Stroz announced that a letter from the Director of the Census Bureau will be going out early next year to the governors of each state asking for a state liaison to be appointed to work with the Census Bureau on the state-designated American Indian statistical area program.

Ms. Stroz displayed two maps mentioned above and discussed how they were drawn. For the map of the Lumbee TDSA in North Carolina, the Census Bureau calculated the percentage of

Lumbee Indians out of the total American Indian population by block, mapped it, and then superimposed the 1990 TDSA for that area. The map of the Coquille TDSA in Oregon represented the concentration of Coquille Indians in the same way.

Ms. Ahhaitty asked if there were other Indians living in those areas. Ms. Stroz said yes. Dr. Snipp asked if the boundaries of these TDSAs were encoded in the Topologically Integrated Geographic Encoding and Referencing (TIGER) file, and if the tribes had access to these electronic boundary files for their geographical information systems (GIS). Ms. Stroz said the tribes have access to the Bureau's TIGER/Line™ files.

Mr. Zunigha said, as a new member, he would like to know the differences between the Census Bureau's programs for the federally-recognized and state-recognized tribes, and why the Census Bureau is recognizing the state tribes. Ms. Ahhaitty said there have been lengthy discussions during previous meetings on this subject; she asked Mr. Nygaard to explain the situation to Mr. Zunigha. Mr. Nygaard explained that the Census Bureau accepts self-recognition as an Indian criterion; a member of an American Indian community may feel that he/she is a bonafide Indian of a federally or state-recognized tribe. He added that the decision was totally based on self-recognition and not based on any kind of verification being conducted by the tribes themselves. Mrs. McKenney said the Census Bureau is identifying these areas in consultation with the advisory committees and other organizations mainly for the use and need of data for these areas. The Census Bureau has had requests from Federal and state governments and from Congress for information on not only federally recognized tribes but also on state-recognized tribes. This is why the agency has multiple programs to provide the data needed. She noted that, to recognize the government-to-government relations to federally-recognized tribes, the Census Bureau has special programs for them; the agency has direct relations with the federally-recognized tribes that it does not have with the state-recognized tribes. She added that another difference was that the Census Bureau sends maps to federally-recognized tribes to update their boundaries, but for the state-recognized tribes the maps are sent to the states and not to the tribes. Mr. Zunigha reiterated that he asked about the difference just for his own understanding and not to attack the state-recognized tribes.

Mr. Richardson said the needs of the American Indians who are not on any reservations also should be addressed. He noted that the Census Bureau has a congressional mandate to count all residents of the United States, and, therefore, it should include American Indians living outside of reservations. If they are not counted as American Indians, funding for American Indian projects will be skewed, too. Because of this, he thought the committee should continue to support census programs for various tribes, not just the federally-recognized tribes.

Ms. Worl asked if the Census Bureau was using the Alaska Native village and Alaska Native Regional Corporation land bases for the Tribal Subdivision program. Ms. Stroz said the Census Bureau is still in the process of developing the program, and explained that the Tribal Subdivision program was a completely different program from the Alaska Native Regional Corporation program and the Alaska Native Village Statistical Area program. She explained that the Alaska Native Regional Corporation program is the update of the 12 Alaska Native Regional Corporations that were created by the Alaska Native Claims Settlement Act. She asked Ms. Worl to clarify what she meant by village land base.

Ms. Worl said the Alaska Native Regional Corporation and the Alaska Native village boundaries do not always coincide; she was also confused with all the acronyms, such as TDSA, TJSA, etc. She said there are over 200 Alaska Native villages in addition to the Alaska Native Regional Corporations with their land bases.

Mr. LaMacchia explained that, in 1990, it was very difficult to determine, define, and map the actual Alaska Native village boundaries. Therefore, to tabulate data, the Census Bureau used statistical boundary in lieu of a legal boundary for a village where people actually lived. Ms. Worl would like to have further discussion on it at a later time.

Ms. Ahhaitty requested that the Census Bureau provide all of the new members of the Committee with background packages from previous meetings. This would help them understand many of the issues being discussed currently.

Mr. Nygaard asked if there was a deadline for the Tribal Review Program on the boundary changes that could be made for Census 2000. Ms. Stroz said the Census Bureau was finishing up with the first cycle of the program by inserting updated boundaries into the TIGER database. The next cycle will take place in early 1998.

Mr. Rodgers said the TDSA program at one time was near elimination by the Census Bureau; but the committee felt it needed to be continued. Referring to the maps shown by Ms. Stroz, he noted that, in the Coquille tribe was scattered over a five-county area within one TDSA whereas the Lumbee tribe was concentrated in one area within a TDSA in North Carolina. He asked, since the discussions at the last meeting, if the Census Bureau has done anything to narrow its definition so that tribes could better delineate their areas.

Ms. Stroz said the Census Bureau is using the 1990 census information to better develop a program for Census 2000. Mr. Rodgers asked if the Census Bureau needed any help from the committee in developing this program. Ms. Stroz and Dr. Torrieri said the Census Bureau would appreciate any suggestions and help the committee can provide to better the TDSA program.

Mr. Richardson hoped that the committee and the Census Bureau should get as much input as possible from the tribes involved to develop policies and guidelines.

Referring to Mr. Nygaard's earlier comment on the Tribal Review Program, Mrs. McKenney emphasized that the Census Bureau intends to have tribal government participation at its maximum extent and welcomes any suggestion from the committee on how to increase tribal participation. She said that the Bureau will provide the new members with the background materials as requested.

### **Tribal Government Liaison Program**

Ms. Waldrop said she compiled a booklet on the Census 2000 plan. The plan within the Committee's information packets is an abbreviated version of the operational plan given to Congress. The Committee's version lacks the technical language and acronyms. A second booklet also will be produced that will describe how the census is conducted in rural areas, including American Indian reservations. In addition, a booklet will be produced that concerns the enumeration of "Indian country."



Ms. Waldrop said she has attended meetings with focus groups and the American Indian/Alaska Native Committee. She said she hopes her conversations with these groups will help her produce a useful booklet for American Indian and Alaska Native communities. The discussions leading up to the creation of the booklet should be a learning experience for the Census Bureau. She asked the Committee to forward any ideas they may have on the booklet's content to her.

Mr. Nygaard asked how the booklets provided in the Committee's information packets would be made available to the tribes. Will the Census Bureau accommodate requests for booklets that can be included in tribal mailings about the census? Ms. Waldrop said the leaders of the tribes are the intended audience for the booklet. If the booklet was intended for a broad audience, it would be smaller and lack technical detail. Sending booklets to every tribal member would be overwhelming, since only 35,000 booklets were printed for the entire country. She said it would be helpful to know how many booklets were needed in "Indian country." A second printing may be necessary depending upon need.

Mr. Rodgers asked how many different publications, including the aforementioned booklet, the Census Bureau planned to print. Ms. Waldrop said more publications would be produced for AIAN governments.

Mr. Richardson said there should be some mechanism to get Census Bureau publications to tribal leaders. For example, he would be able to get the information to a number of tribal leaders, chairpersons, and vice-chairpersons in North Carolina.

Ms. Waldrop said she is beginning to develop an outline for the booklet. Though not at the stage where distribution has become an issue, the Committee's ideas on that issue would be appreciated.

Mr. Zunigha said state Indian Affairs Commission Offices should be a distribution point for distributing publications. They are best connected with tribes within their state.

Ms. Darling said there will be additional promotional materials that can be sent to tribal members. At the last meeting, only 35 tribes had appointed a liaison. Currently, there are 61 tribes with liaisons. Letters were sent to both the tribes and liaisons informing them of whom their regional directors are and when meetings are scheduled in their areas. She said she has spoken with her supervisor about contracting someone to help the tribal liaisons better understand the "bureaucratic" census manual.

Ms. Darling informed the Committee that four tribal governments were represented at meeting held earlier; however, more tribal governments should have been represented. There has been a budget request to help bring in more tribal government officials for these meetings.

Ms. Worl asked if a plan has been developed to better enumerate urban-based American Indian and Alaska Native populations. Ms. Darling said there was not an urban counterpart to the tribal liaisons. There is an urban partnership program that is tailored to reach urban Indians. The Census Bureau is trying to establish a partnership to help tribal governments identify urban areas with native populations. These populations could then be targeted during the census.

Ms. Ahhaitty asked if it would be possible to develop an urban counterpart to the tribal liaison program. Ms. Darling called the Committee's attention to the responses received from the four Committees recommendations from the last meeting. The Census Bureau said it would not be possible to develop an urban tribal liaison program because of budget constraints. The Census Bureau is working to get partnership specialists hired to work in urban communities.

Ms. Ahhaitty was concerned there were not enough partnership specialists. If only one specialist is assigned to Southern California, the program is destined to failure before it starts. The job will be too overwhelming for one person. She added that there must be ways to formally address urban communities that lack funds. If a program is not developed as a counterpart to the tribal liaison program, the same problems associated with the 1990 census will arise during Census 2000.

Ms. Darling said the Census Bureau is committed to having a government-to-government relationship between the Federal government and the tribal governments. The Census Bureau will work to count every person regardless of their tribal affiliation.

Ms. McKenney said the government partnership specialist should work with the tribal liaison and the tribes. There will be specialists at the regional level and at the local census offices. She added that Ms. Darling's office, the Census 2000 Promotional Office, is responsible for the development and planning of the partnership program, which includes the tribal liaison program. The Census Bureau's Field Division, regional offices, and local census offices are responsible for implementing the partnership program.

Ms. Ahhaitty said that she does not want to see resources diminished. She is troubled by the lack of resources earmarked for urban communities. Since 80 percent of the American Indian and Alaska Native population lives in urban areas, she challenged the Census Bureau to make an extra effort to accurately enumerate them.

Mr. Nygaard asked if there would be another letter sent to the tribal governments. The list of tribal liaisons should designate the 564 federally-recognized tribes' chairpersons as a liaison, unless that chairman designates someone else. Ms. Darling said that when mailings are sent, they go to all the tribal chairpersons. These letters resulted in the designation of the 61 tribal liaisons. The Census Bureau is hoping that the person chosen will be willing to commit 3 years to the program and will not be a political appointee.

Mr. Nygaard said that if a liaison is not designated after the second mailing, the Census Bureau should assume the tribe's chief is the liaison; thereafter, information should be addressed to the chief. Ms. Darling said that the Census Bureau does designate the tribe's chief as liaison as a last resort.

Ms. Worl said that in the urban communities she had visited throughout the country, the majority of the mobile American Indian and Alaska Native population is the most impoverished. For Alaska's very mobile American Indian and Alaska Native population, it is necessary to understand the dynamics and characteristics of the urban native populations.

Mr. Zunigha recommended that each regional office identify its area's urban American Indian and Alaska Native communities. It would then be possible to determine the funding needed in that urban community.

Mr. Jojola said that he was concerned that the problem with the undercount is rooted in the Census Bureau's misunderstanding of cultural geography within American Indian and Alaska Native areas. The Census Bureau does not know who the key people are to contact to better understand a region's cultural geography.

Mr. Snipp said the undercount in urban areas is worse than on reservations because reservations are bounded and have designated people who can help Census Bureau staff identify people. In urban areas, there may be more than one urban organization claiming to represent the American Indian and Alaska Native community.

Mr. Rodgers said that at the May 1997 meeting, the Committee instructed the Census Bureau to provide an executive summary of the liaison program and perform a second mailout to the tribal leaders. He believed a third round of letters should be sent to the regional offices. It should be their responsibility to meet with every tribal government to identify a liaison. If after the third attempt there is no communication from the tribe, the tribe's leader will have to be chosen as the liaison. He believed testing the census operation manual during the Menominee dress rehearsal was a good idea.

Ms. Darling said she had not gotten information out to the tribes earlier because she does not have the staff to handle the calls that would result from mailings. The Chicago regional office is using a draft of the census manual as a test during the Menominee dress rehearsal.

Ms. McKenney said there had been conversations with the American Indian and Alaska Native Committee and representatives from the American Indian and Alaska Native community about the need for special procedures in urban areas. Currently, community specialists will be working with American Indian community centers in urban areas.

Mr. Richardson said there are 27 states with Indian Affairs Commissions. These are agencies within the Governors' Interstate Indian Council. Each governor appoints the chairperson of these Indian Affairs Commissions. The commissions usually have fairly accurate information on the American Indian populations within their respective states. (These commissions are made up of the tribal leaders within that state). Perhaps there should be some collaboration between the Census Bureau and the state Indian Affairs Commissions.

Ms. Darling said during a visit to Santa Fe, New Mexico, she participated in conversations about the Indian Affairs Commissions and how they can work with the Indian tribes for the benefit of the census. She added that the Census Bureau does have a customer liaison office. Within this office is the governors' liaison program.

Mr. Richardson said that in Virginia, there are state Indian reservations. Under current policies, these tribes would not have a liaison because they are not federally-recognized tribes.

Mr. Jojola said that he was still concerned about who should be held accountable for decisions made regarding American Indian and Alaska Native issues. He asked if the structure in place at the Census Bureau worked?

Ms. McKenney said that there had been no central authority managing AIAN programs in 1990. For Census 2000, all American Indian and Alaska Native programs will be centralized under the Associate Director of Communications. Field operations has the responsibility for implementing and conducting the census. The Census Bureau believes that this will work best, since management and planning will be coordinated in one office and a greater emphasis will be placed on the tribal liaison program. The greatest difficulty has been the budget. In 1997, the Census Bureau did not get full funding for the partnership program. The money received was used to hire the partnership specialists in the field. Resources were not allotted for planning. This should change in 1998.

Mr. Snipp asked how many full time equivalents (FTEs) will be added to the field offices to deal with the tribal liaison program. Will these people have complete responsibility for working with the 500 plus tribes? Ms Darling said that she believes there would be 172 FTEs for the 12 regions. These FTEs will be working with all racial populations.

Mr. Snipp said urban communities seem to be concentrated in a handful of cities (Tulsa, Oklahoma, Seattle, Washington, San Francisco, California). The Census Bureau may not be able to capture the entire spectrum of urban Indians across the country. However, cities with high American Indian and Alaska Native populations should be targeted.

Ms. Darling said she has spoken with regional directors about their hiring and she discussed hiring with the new regional directors in Kansas City, Missouri and Denver, Colorado. She has relayed the Committee's comments about concentrations of AIAN populations to the regional offices.

Ms. Darling added that the training of the tribal liaison will include bringing liaisons to a central location for training; they will not just receive information in the mail. This will help them learn the terminology and the responsibilities they will have as a tribal liaison.

## **Discussion of Staffing Needs**

Dr. Jojola asked the Committee for comments on staffing needs for Census 2000.

Ms. McKenney said that the Census Bureau recognizes the need to increase American Indian employment at headquarters and at the regional offices. In the past, the Census Bureau had relied upon college recruitment programs. However, this strategy has not been successful. Several alternatives have been suggested. These alternatives include—

- Encouraging American Indians and Alaska Natives to accept internships at the Census Bureau. These could be arranged by colleges, individual tribes, and state governments.
- Encouraging regional offices to recruit more American Indians to fill vacant staff positions.

- Developing a list of (1) colleges and universities with strong American Indian and Alaska Native Studies programs, (2) a large American Indian and Alaska Native student population, or (3) American Indian and Alaska Native professors. Census Bureau headquarters and the regional offices could use this list to plan where recruitment efforts might be most successful.
- Encouraging graduates from the American Indian Tribal Junior Colleges to work for the Census Bureau while completing a 4-year degree program. There may be some commitment to stay at the Census Bureau for a few years after the degree program was completed.

Ms. McKenney said that the Department of Commerce has a Memorandum of Understanding with the American Indian Science and Engineering Society. This memorandum agrees to increase American Indian and Alaska Native employment opportunities within the agency. The Census Bureau would like to meet with groups representing Americans Indians and Alaska Natives to further discuss how this goal can be met.

Ms. Darling said that the search for a replacement for Edna Paisano, the previous American Indian and Alaska Native Committee Liaison, will enable the Census Bureau to reach out to the American Indian communities for staffing needs. Ms. Darling stressed that it has been difficult getting American Indians to relocate to the Washington DC area to work for the Census Bureau.

Ms. Darling added that the Census Bureau is trying to “staff up” in the regions with significant American Indians populations. American Indian job applicants have been encouraged to get their employment information into the Census Bureau as quickly as possible. However, the Committee must realize that though the hiring process has been simplified for the applicant, it can still be rather daunting. Ms. Darling added that she has even taken phone calls from potential job applicants who have needed help completing the employment application. The Census Bureau recognizes that there is a need to increase the number of Census Bureau staff who can talk with American Indian job applicants, tell them why the Census Bureau needs them as employees, and to explain how their employment at the Census Bureau can help their tribe.

Ms. Ahhaitty asked if there was any current information on the number of employees at the Census Bureau who identified themselves as American Indian. Ms. Darling responded that she was not aware of the availability of this information.

Ms. Ahhaitty recommended that the agency encourage American Indian employees to take positions that are related to American Indian issues. American Indian employees could help the current staff handle correspondence and telephone calls from American Indian populations and job applicants.

Dr. Jojola asked for an explanation of the levels of accountability within the Census Bureau and how that accountability relates to American Indian and Alaska Native populations. Ms. McKenney responded she would provide the Committee with a chart to help the Committee visualize the agency’s structure.

Dr. Jojola said he had asked for an explanation because he was concerned that there may not be an adequate line of communication between those groups handling American Indian census

issues. He was further concerned because he believed he was looking at a morass of bureaucracy rather than the clearly defined structure he had hoped to see.

Dr. Snipp said that the inability to visualize how American Indian issues are being handled leads back to the inability to adequately replace the Committee Liaison's position that Edna Paisano recently vacated.

Ms. Darling said that the coordination may not be visible; however, the Tribal Governments Liaison Team does have specialists from areas with significant American Indian populations. These specialists may not identify themselves as American Indian, but they have worked on American Indian programs and they do provide valuable input when the Census Bureau addresses the concerns of the American Indian and Alaska Native populations.

Ms. McKenney said the Census Bureau recognized the need to hire more American Indian and Alaska Native staff and to use their unique know-how to improve the population counts. She pointed out that new staff will have to work within the various programs already in place. Dr. Jojola commented that the Committee wants to underline the fact that American Indian and Alaska Native employees will come to the Census Bureau with a unique point of advocacy. Ms. McKenney acknowledged that the improvements made in the American Indian and Alaska Native data from the Census Bureau over the past few years is due largely to the influence of American Indian and Alaska Native employees and advocates.

In response to a question by Mr. Zunigha, Ms. McKenney said Committee members were free to talk to members of Congress and their staffs, and to advocate programs and legislation; the Census Bureau cannot do so.

Ms. Worl suggested that the Committee needs to take a more concentrated look at the agency's officials concerned with American Indian and Alaska Native issues.

Replying to a question by Mr. Richardson, Ms. McKenney said that the Census Bureau's regional offices are responsible for recruiting most of the regional and field staffs, and that the Census Bureau's Human Resources Division maintains a list of colleges the agency visits for recruiting purposes. Recently, Census Bureau recruiters visited New Mexico State University and Western New Mexico University. She could not say whether the recruiters targeted particular graduates, but they were frequently in attendance at job fairs, career day functions, and the like.

Mr. Richardson said the Census Bureau should do all that it can to facilitate the Job Partnership Training Act, and suggested the agency consider a cooperative effort with the Department of Labor to target some appropriate trainees under that act for recruitment as tribal liaisons. The Census Bureau could pick up some American Indian and Alaska Native trainees for the liaison program, get them in place and give them some job experience, and possibly even recruit them for permanent positions at the agency after the census.

Mr. Richardson added that there have been many changes in Indian housing programs, with some tribes reorganizing their tribal housing authorities. The Census Bureau will have to deal with these changes when it tries to compile household listings for Indian reservations and tribal lands.

Replying to questions by Mr. Rodgers, Ms. Darling said she has a support staff of five people. The Census Bureau has not yet begun bringing advertising specialists for Census 2000 onto the staff; when those positions are filled, they will be at the regional offices. Ms. Cummings added that the Census Bureau also is planning to add about 30 new people to the headquarters staff—primarily survey statisticians and other technical personnel—and will send the official announcements of the vacancies as soon as they are available to members for possible referrals.

**Public Comment**

There were no public comments.

**Joint Meeting of the Census Advisory Committees on the African  
American, American Indian and Alaska Native, Asian and Pacific Islander,  
and Hispanic Populations**  
December 11-12, 1997

**Summary**

**Introductory remarks and updates.** Dr. Riche highlights several changes in the Committees' memberships as well as those changes affecting the Committees. She also announced that the Census Bureau would begin hiring a number of term appointments prior to Census 2000 as well as witness a number of retirements during the next 5 years. She believed this increase in employment opportunities would make the Bureau an attractive place for minorities to work and encouraged the Committees to seek out candidates to fill these positions.

Dr. Riche introduced Mr. Price, Acting Under Secretary for Economic Affairs, Department of Commerce. Mr. Price briefed the Committees on the current congressional efforts to halt the use of sampling during Census 2000. Regarding the fiscal year 1998 budget, Mr. Price said the Department of Commerce and Congress had difficulty reaching an agreement on the use of sampling to correct the possibility of an undercount during Census 2000. The Senate agreed to fund the Census Bureau to conduct a decennial census involving sampling as long as no irreversible decisions were made on sampling. The House of Representatives wanted to ban sampling until the Supreme Court had ruled on the issues. Following President Clinton's veto of that legislation, Mr. Price consulted with Bureau staff and Congress to formulate a compromise. As a result, the negotiated bill allowed for dual preparations—a traditional census and a census using sampling.

In other business, Dr. Riche said that the General Accounting Office will be conducting a series of reviews of Census 2000 Dress Rehearsal plans, partnership, promotion, and outreach programs. The General Accounting Office will submit reports on the Bureau's workforce and recruitment efforts as well as the Bureau's advisory committees.

Dr. Riche updated the Committees on the completed master address list and advertising for Census 2000. She encouraged members of the four Committees to play an active roll in the advertising campaign as well as the upcoming "roll-outs" to assess the breadth and quality of their efforts.

**Remarks.** Mr. Mallett, the Deputy Director of the Department of Commerce, said the House of Representatives had created an eight-member Monitoring Board to monitor decennial activities at the Census Bureau. In regards to the negotiations over the Bureau's budget, he said that the Advisory Committees were not consulted because of the pace of the negotiations.

A discussion followed of the benefits of sampling, which the Committees endorsed since sampling would aid in the enumeration of undercounted populations. The Committees suggested that in the future, the Bureau should not commit itself to repeat the 1990 census methodology.



The Committees and Mr. Mallett discussed promotions of regional directors to the Senior Executive Service.

Mr. Mallett admitted that American Indians were not adequately represented in the Senior Executive Service and GS-15 positions at the Census Bureau; however, the partnership specialists will be working to increase employment of all minorities. He reminded the Committees that with unemployment rates as low as they are, it may be difficult to fill the temporary positions with qualified candidates. He encouraged the Committees to refer candidates to the Bureau.

Following a brief discussion, the Committees unanimously agreed to recommend that the Bureau conduct a completely inclusive and comprehensive Census 2000.

**What is the master activity schedule? How will it work for the Census 2000 dress rehearsal?** Mr. Huther outlined the reasons the Census Bureau needs to do detailed project planning in connection with Census 2000 and some of the tools the agency plans to use. He listed nine management challenges and reported that the Bureau also is implementing six other management strategies for Census 2000.

He divided Census 2000 activities into five phases and discussed each in some detail. He said, in response to a question by Mr. Esclamado of the Asian and Pacific Islander Committee, that the Committees could not advise the Bureau on how to spend the \$87 million for advertising subcontractors, but that the members would be given the opportunity to make recommendations on media strategy and its actual or potential effectiveness within minority communities.

Mr. Huther said that the Bureau has diagramed all the components of Census 2000 from beginning to end over the past several years. Linkages have been established among the components. An automated tracking system will report on the progress of the census and will update the Master Activity Schedule which is an electronic database. The Master Activity Schedule (in conjunction with other systems) will be used to (1) communicate detailed operational plans with the agency, (2) monitor progress on a daily basis, (3) analyze and evaluate the impact of delays, (4) exert centralized control over any changes in the plan, and (5) generate specialized reports on programs in any one of the 12 regions of the country.

He noted that the Bureau believes that the Department of Commerce, the new Monitoring Board, and congressional staff will be interested in reviewing the progress of census planning and operations.

The Bureau also must develop a new Master Activity Schedule that incorporates the steps necessary to conduct a nonsampling census.

Dr. Hill of the Census Advisory Committee on the African American Population felt that the list of activities did not include hiring goals, and that it should be included. Mr. Huther said this could be done.

**Building partnerships.** Mr. Sparks noted that the Bureau proposes to spend \$100 million on the advertising campaign and \$130 million on the partnership programs. The Bureau has earmarked portions of this budget for services provided by Young & Rubicam, J. Curtis & Company, Gray & Gray Advertising, the Bravo Group, and Mosaica. The selection and evaluation

process used to choose each company and the Bureau's own selection team were described to the Committees.

Mr. Meyer responded to Committees' questions by saying that contractors had been chosen to provide advertising since the Bureau did not have expertise in advertising concepts designed for a specific audience. Several forms of media will be used during the advertising campaign, which is hoped to improve mail response to the census.

Mr. Sparks said that advertising resources are dependent upon the budget. If the budget is reduced, a decrease in advertising will result. Dr. Riche added that the money spent on advertising could save approximately \$25 million in follow up and processing costs should the advertising prove effective. The first indication of advertising success will come following the dress rehearsal. The Committees should appoint a member to attend the review that will follow to assess the success, failure, or inadequacies of the Bureau's advertising campaign.

Language barriers would be a problem the Bureau must address. Populations, including Asian and Pacific Islanders, have many languages, for which advertising would need to accommodate. The impact of advertising on these groups will be monitored during the Sacramento dress rehearsal.

Ms. Lott discussed the "Census in the Schools" project. This project will attempt to educate students and parents of students in pre-kindergarten, elementary, and secondary schools, teachers, English as a second language and graduate equivalent degree classes in the 50 states, and the territories of the United States about the importance of the census. This project will be tested during the dress rehearsal.

Ms. Lott said that she would like the Committees' suggestions regarding other educational programs that should be contacted. She added that she was not aware of a plan to issue any specific census-related educational supplement in newspapers, but would consider the idea.

Mr. Meyers said the Bureau had 12 partnership specialists, one at each regional office. There also are two additional partnership specialists, one each at the Sacramento, California and Columbia, South Carolina dress rehearsal sites. The Bureau hopes to add 185 additional partnership specialists during fiscal year 1998. During fiscal year 1999, the Bureau plans to employ a total of 350 partnership specialists. Mr. Meyer described the duties of these specialists.

Following a discussion on the creation of an Asian surname list and the 1990 census database's information on languages spoken at home, a brief discussion was held on the translation of census questionnaires.

In response to the Committees' request, Ms. McKenney said the language concerning the Census Bureau's Monitoring Board could be found in the House of Representatives Resolution 2267, paragraph 4, section 210.

**Report on the 2000 Census Advisory Committee meetings.** Mr. Collins gave the background of the 2000 Census Advisory Committee and summarized the Committee's activities. He told the four Committees that ultimately sampling would be decided by public opinion when it was realized the impact sampling could have on the accuracy of the census.

Mr. Collins and Dr. Riche said they would provide the Committees' members with the names of the 2000 Census Advisory Committee and the regional directors so the Committees and regional directors could communicate concerns.

**Process of determining the final proposals on tabulation of race and ethnic data in the federal statistical system.** Ms. Wallman said that since the last meeting with the Committees, the Office of Management and Budget published its decision on the recommendations from the 30-agency committee, including the Census Bureau, in a *Federal Register* notice on July 9, 1997, on creating a standard for the classification of race and ethnicity. She described how the Office of Management and Budget determined these recommendations. She added that a working group had been established to work with non-Federal organizations to discuss the tabulation issue. She summarized the two tabulation issues the working group would concern itself with.

Dr. Griffith spoke to the Census Bureau's Committees about the Office of Management and Budget's Policy Subcommittee's objectives and how it is identifying major themes and issues involving race and ethnic data. She summarized several aspects of the policy uses of data. She said that currently the subcommittee has raised more questions than answers and summarized some of the subcommittee's concerns.

Dr. Tucker said that between July and October 1997, several decisions regarding preliminary guidance for race and ethnic tabulation had been published in the October 30, 1997 *Federal Register*. Dr. Tucker who serves on the Office of Management and Budget's tabulation committee also made two suggestions to help reduce the large number of categories which he detailed for the Committees. However, since the October 30, 1997 *Federal Register's* publication, a third Office of Management and Budget's committee had been created, independent of the other two, to deal with issues including question wording, instructions, and training for field data collectors. Dr. Tucker summarized the concerns of his own committee.

Following the concerns of the four Census Bureau's Advisory Committees over census data and voting rights, Mr. Ishimaru told the Committees of the Department of Justice's position for determining voting districts without discrimination, which followed the guidelines established by the courts.

The Advisory Committees discussed the validity of census data as a legal document for self-identification. Tribes had their own guidelines for establishing membership which were not superseded by the response to the census questionnaire. Instead, responses on the questionnaire were used to get an idea of a tribe's size in general terms. Ms. Wallman said that the Office of Management and Budget was developing a document to address such issues.

Dr. Tucker added that tabulation guidelines also were being developed for institutional use to prevent the temptation of institutions to count individuals checking more than one racial category multiple times to fulfill affirmative action criteria. He explained the rationale behind the Office of Management and Budget's decision to include a Hawaiian and Pacific Islander category but not a Central and South American Indian category.

Mr. Ishimaru updated the issue of the public law data and what the impact would be upon an area's population.

Ms. Ahhaitty said census and tribal enrollment counts must remain separate issues. She also was concerned about the suggested addition of a Central and South American Indian category. This populous was not included due to recognized programmatic purposes. In response to her concern that American Indian concerns and issues were not being represented by American Indians on the Interagency Tabulation Committee, she was assured American Indian representatives were participating from a number of governmental agencies.

**Implementing OMB's preliminary guidance on tabulation of data on race and ethnicity in data products from the dress rehearsal.** Dr. del Pinal reported that based on the recommendations of the Office of Management and Budget's Interagency Committee, the Census 2000 questionnaire would be affected in eight ways, and he listed them.

The Office of Management and Budget's directive now requires Federal agencies and the Census Bureau to show as much detailed information on race and ethnicity as possible, but the detail must be tempered with the need for confidentiality and data quality. This directive will be used by the Census Bureau to develop its data products following Census 2000. More specifically, Dr. del Pinal talked about the Public Law (PL) 94-171 redistricting file in the context of the Office of Management and Budget's directive.

Dr. del Pinal reported that since respondents can select one or more of six categories, there will be 63 combinations of these race combinations that will appear on the PL-94-171 file, and that these need to be tabulated by four population groups—(1) total population (2) the total non-Hispanic population, (3) the population of 18 year old people and older, and (4) the non-Hispanic population 18 years old and older. He pointed out, however, that the race question allows a respondent to mark one or more of 15 categories, which could result in as many as 32,000 possible respondent combinations.

In comparison to the data products available following the 1990 census, Census 2000 will offer fewer data products. There will be less detailed content, and characteristics will be shown for just the "major" race groups and geographic regions.

He next discussed the need to determine what printed, electronic, and Internet products will be produced, and what the Data Access and Dissemination System will offer.

Also discussed was (1) whether the public law and equal employment opportunity (EEO) files were legally mandated (they are not), (2) if students identifying as both Black and American Indian would be represented in tabulations for Black and American Indians (these students will be represented in a "Black and American Indian" category for the standard products and the Office of Management and Budget will provide further guidance as to how multiple responses should be tabulated), and (3) there was concern that computer systems most universities maintain will be able to handle 32,000 categories (any one of the 32,000 categories could be accessed through the Data Access and Dissemination System).

**A preview of the Census Bureau's data access and dissemination system.** Ms. Brady demonstrated the Data Access and Dissemination System following the document "DADS: Data Access and Dissemination System."

Members of the Committees were concerned about the possibility of an inflated count resulting from multiple responses to the race question. The use and presentation of the 32,000 possible combinations coming from multiple responses to the racial categories were briefly discussed.

**How can local organizations and local officials identify service locations (such as shelters and soup kitchens) needed to conduct the service-based enumeration.** Following a discussion of Ms. Clark-Smith's paper on the Service-Based Enumeration program, Mr. Waddell spoke on his experiences with "Shelter Night" during the 1990 census. Many more organizations are involved with homeless shelters today. The Census Bureau should try to coordinate census efforts with these organizations, since they will be helpful to pinpoint homeless populations in their regions.

The Committees believed the plan to enumerate the homeless to be a good one, but stressed the need to begin work with organizations that work with the homeless early-on in census preparations. They agreed that the community partnership specialists will play a critical role in the enumeration of the homeless. The four Committees stressed that the Census Bureau must educate itself about each regions homeless population. State government organization may be able to offer direction to the Bureau regarding their homeless population.

Mr. Zunigha and Ms. Clark-Smith raised concerns about enumerator safety. They agreed with the plan to conduct day-light enumeration in high-crime areas. The Committees agreed that it would be safer for enumerators to travel in teams, during day-light and early evening hours, and be guided by members of the community who are familiar with the areas to be enumerated and its populations.

**Committee concurrent session (AA).** Ms. Hamilton-Outtz said she was asked to develop programs to bridge the gap between the Census Bureau and the African American communities. The Committee requested that it and the African American members of the Census 2000 Committee be informed of any developments in this program.

The Committee suggested that a broker organization be used to promote the meeting of national African American organizations. Dr. Riche had expressed a willingness to travel around the country to speak at regional meetings. Ms. Hamilton-Outtz said a budget had not yet been allocated for the overall program.

Mr. Waddell said regionalization was crucial for the success of any outreach program. Each regional office would have unique concerns and programs to address. These concerns and programs should be taken into account when the budget is determined.

Following the suggestion that the Congressional Black Caucus be involved in the proposed meeting of African American community organizations, Ms. Hamilton-Outtz said the Bureau was studying several outreach ideas. Ms. Powers was selected as liaison between Ms. Hamilton-Outtz and the African American Committee.

Mr. Meyers discussed the bidding process and the subsequent advertising contract awarded to Young & Rubicam. The Bureau was interested in the Committee's advertising ideas. The Committee chose Dr. Patricia Johnson to oversee the paid-advertising program and Ms. Powers

was named her alternate. Dr. Johnson was concerned about public perception of the advertising campaign, since it had been *pro bono* in the past.

Mr. Meyers told the Committee that they were invited to comment on Young & Rubicam's advertising plans. The Bureau's strategic plan would be available to the public sometime after the Census 2000 Dress Rehearsal had been conducted.

The Committee raised concerns over minority staffing at the Bureau, breaking down the workforce by GS levels. They suggested the Bureau communicate any new position openings to the Committee, including intern positions. Ms. Potok said that the Bureau is working with the Department of Commerce to hire minorities for all GS levels, though it has been difficult to do so in the past few years because of a hiring freeze. The Committee would receive copies of the various position descriptions available. She encouraged the Committee to help find minority candidates to apply for these positions.

The Committee asked if the African American Committee could hold group discussions between meetings via conference calls. Ms. Harley told the Committee that if Bureau staff were involved, the conference calls would have to be posted in the *Federal Register*. If Bureau staff were not involved, a conference call could be arranged, though it was uncertain if the Committee could use Bureau funds.

The Committee believed the image of young, urban African American males depicted in the advertising video (shown at a previous session) should be changed to depict a more positive role model. Following discussions, the Committee agreed that the image should be changed. The Committee agreed the image should still be identifiable by the Bureau's intended target audience.

Mr. Waddell volunteered to write a draft recommendation requesting that the regional director's positions be reclassified as Senior Executive Service positions. Mr. Waddell and Dr. Hill said the responsibility of the Committee was both national and regional, since they were making recommendations that concerned the Nation, but were developed with each members' expertise in a particular region.

The Committee believed they should be kept informed of any candidate to fill the Chief of the Bureau's Field Division. This was a valuable position, since this person would help maintain the continuity and success in the administration of the censuses. The Committee submitted the 12 recommendations found in Appendix A.

**Committee concurrent session (AIAN).** Committee members believed that the Census Bureau needed more American Indian and Alaska Native staff members, including staff at the senior level positions. These employees would be in a position to support the needs of the American Indian and Alaska Native populations from within the Census Bureau. The ultimate goal of the Committee should be to encourage the hiring of an American Indian or Alaska Native at the assistant secretary level. For the near future, the Committee should concentrate on positions that can impact Census 2000. The Committee added that the regional offices should be encouraged to hire American Indians and Alaska Natives. It was decided that a recommendation would be included that would address the need to have an American Indian or Alaska Native at the executive level to work with the Census Bureau and the tribal governments immediately so as to have an impact on Census 2000.

Mr. Richardson questioned if a senior executive within the Bureau would have as much responsibility for policy decisions as an assistant secretary at the Department of Commerce. Since that position would be a political appointment, they may have more political power than a career employee.

Following a discussion of American Indian and Alaska Natives currently holding senior level positions at the Department of Commerce, Mr. Rodgers urged the Committee to continue looking at the long-term picture, but not forget the short-term needs associated with Census 2000.

Mr. Moore told the Committee of the decision-making process and plans for the Census 2000 Dress Rehearsal at the Menominee Indian Reservation, as well as the process used for developing maps of the housing units within the reservation.

Ms. Whitehouse said that the experience from the Fort Hall and Acoma sites indicated that the maps generated from "scratch" were often much more accurate than the edited and corrected maps originating from the 1990 census. Given the difficulties associated with mapping sites in "Indian country," Dr. Jojola suggested a subcommittee be formed to work with the Census Bureau's Geography Division to address the geographic issues affecting the American Indian and Alaska Native communities in "Indian country." Other subcommittees were suggested, including one to address sampling.

Ms. Darling discussed the selection process used to choose an advertising agency. Gray & Gray would be the Indian subcontractor; that company is an Indian-owned agency on the national list of advertising agencies. The Committee asked that a presentation be given as soon as possible on Gray & Gray's advertising plans.

Mr. Rison said Census Bureau staff were working to establish an Internet contact database management system to monitor contacts from the partnership specialists and the Customer Liaison Office. The Internet contact site will enable the Census Bureau to "capture" contacts made with the public. The site will be available through the Census Bureau's Intranet site, and will ultimately include Bureau headquarters and the regional offices. To the Committee's disappointment, the Intranet site would not allow Committee members' and their constituents to interact or share concerns. Therefore, the Committee suggested an "AIAN Homepage."

Following a discussion of the race question in the Census 2000 Dress Rehearsal, Dr. Jojola said he was concerned that the write-in box space for tribal affiliation was too short. He suspected that abbreviations of longer tribe names would be confused by computers. Ms. Bennett told the Committee the Bureau would use a master list of tribal names to eliminate any confusion generated by abbreviations of longer tribal names.

Mr. Carrasco discussed plans for and problems that may occur during the Census 2000 Dress Rehearsal in Sacramento, California. In addition, he informed the Committee of the American Indian and Alaska Native workforce at the Seattle Regional Office.

In response to a discussion regarding the offering of incentives to Alaska Natives who take part in the census, Ms. Darling said that the community organizers will work hard to get full participation, regardless of whether incentives are offered. The use of incentives could cause a legal problem or a public image problem.

Ms. Ahhaitty discussed the plans to enumerate the homeless, including the use of a long-form questionnaire for as many respondents as possible. The Census Bureau must address the problem of finding the homeless in rural areas. Undercounts will result from missing the homeless population in rural areas as well as in areas, including reservations, where housing is overcrowded.

Ms. Marks discussed plans for having a successful Census 2000 Dress Rehearsal in Sacramento, California. Potential census respondents were segmented and prioritized so that participants who have historically had a low response rate would receive additional attention. This prioritization helped develop the advertising campaign for the Sacramento dress rehearsal.

Ms. Mark's told the Committee that Gray & Gray had conducted focus groups in Dallas, Texas and on the Pine Ridge Reservation. The results of these studies would be made available soon.

Following a discussion of how and why sites were chosen for the Census 2000 Dress Rehearsal, the Committee returned to the discussion of American Indian and Alaska Native employment at the Census Bureau. The Committee clarified that it did not simply want current American Indian and Alaska Native employees to be moved to positions that impacted American Indians and Alaska Natives.

Dr. Snipp discussed the distribution of the long-form and short-form questionnaires as well as the sample rate planned for Alaska and Indian reservations.

Mr. Richardson was concerned that the Menominee reservation would be the only census test with a significant American Indian population. This one reservation could not represent the American Indian and Alaska Native populations throughout the country. He suggested other Indian populations be studied prior to the census.

The Committee members agreed that the advertising campaign should avoid the use of stereotypes. It should include American Indian and Alaska Native icons as promotional aids for the census.

Dr. Jojola concluded the meeting by asking that the Office of Management and Budget's tabulation and methodology subcommittee also assume responsibility for looking at the Census Bureau's Data Access and Dissemination System.

**Committee concurrent session (API).** The Asian and Pacific Islander Committee discussed how the agenda items are determined for each meeting, how literacy rates are determined, and which items from the census questionnaire were used to define who was eligible for bilingual ballots.

The Committee then discussed the Census Bureau's responses to the recommendations made by members at the May and July 1997 meetings. These included—

- That the Bureau not include a multiracial response to the race question (which the Bureau did not plan to use).



- The agency agreed with the Committee's recommendation on using separate Hispanic-origin and race questions and sequencing the Hispanic-origin question before the race question and the Census Bureau forwarded it to the Office of Management and Budget.
- Adopted the recommendation that Native Hawaiian be substituted for Hawaiian but was unable to adopt the recommendation that Native Hawaiian be listed after American Indian and Alaska Native because the Office of Management and Budget decided to separate the Asian and Pacific Islander Populations.
- Census agreed to the recommendation that the Asian and Pacific Islander categories be listed in alphabetical order.
- The Bureau agreed to mail both the short- and the long-form questionnaires in Asian and Pacific Islander languages in several targeted areas.
- Employment opportunities at the Bureau had to comply with Federal law.
- Questionnaire space constraints prevented the use of examples for the "Other API" category.
- Cognitive research found that people could find their own categories easily even when triple banking was used for individual groups, like Asian and Pacific Islanders.

The Committee also spent some time discussing the issue of hiring legal non-citizens at the Bureau.

The Asian and Pacific Islander Committee discussed how best to create an Asian surname list. Dr. del Pinal said surnames will be captured during Census 2000, and he agreed that it would be helpful to have surname data prior to the census to perform preliminary work. The Committee felt that a more systematic way of identifying census tracts was necessary, and the members talked about the criteria that were needed to decide which census questionnaires would be translated for the "Be Counted" initiative. In addition, they wanted to have a better idea of how the agency decides which questionnaires are translated and how to determine which areas need questionnaires translated. Ms. McKenney said she would make this information available to the Committee. She went on to say that the Bureau was considering a different procedure for identifying non-English speaking populations for Census 2000, and she explained the new method.

Ms. McKenney reported that there were 12 partnership specialists presently employed—one in each region, and that the Bureau plans to hire 185 additional partnership specialists.

She also said that she was uncertain if the Asian surname list would aid the agency, since mailout was geographically based—questionnaires are mailed to addresses not specific residents. The Hispanic surname list is not used for mailout. Dr. Agrawal said an Asian surname list already exists in the "marketplace," and the Committee would like the surname to be matched to geographic areas. After further discussion on this issue, Ms. Chin said that an emphasis on partnership should be made when developing the surname list in a recommendation.

With respect to partnerships, the Committee expressed concern about community specialists. Out of a total of 185 new partnership specialists that would be hired in 1998, the Committee wondered how many of them would be Asian and Pacific Islanders. Mr. Lee said of the 185 full time employees in the partnership area, there will be 149 government, media, and community specialists; 12 community coordinators; and 12 clerks. However, Mr. Lee emphasized that the job vacancies were competitive term positions. To date, about 25 individuals have been hired as partnership specialists.

Ms. Lott reported that the Bureau had made progress in developing outreach programs for the Asian and Pacific Islander community, and she provided some detail. Ms. Chin suggested that a recommendation be written asking for information on the diversity of the Census Bureau's employees, and that she was especially interested in the number of Asian and Pacific Islanders employed by the agency.

The Committee members discussed how race and ethnic data should be collapsed, how the data would be reported, and what types of details would be beneficial for the Asian and Pacific Islanders' populations. The Committee decided to hold off in making recommendations on tabulation until it assesses the sentiment of the Asian and Pacific Islander community.

Committee members were concerned that the populations they represented would not be properly represented when tabulations were constructed from the multiple response categories. It was suggested that the Asian and Pacific Islander Committee be broken into to two separate committees since the two constituencies being represented were so different.

In response to a recommendation suggesting the addition of additional examples to the "Other Asian" category, the Bureau said there was not enough space on the questionnaire to include more examples. In response, the Committee submitted a prototype of a questionnaire with the additional examples included.

The Committee asked the Bureau to encourage Mosaica to make a presentation to the Committee at the June 1998 meeting. Dr. Agrawal was chosen to represent the Committee to the Bureau's Advertising Council for Census 2000. Mr. Ong and Ms. Suafa'i were chosen to test the Data Access and Dissemination System.

Mr. Lee provided details on the number and pay levels for the partnership specialists.

Upon conclusion of discussions on proposed recommendations, the Committee approved a number of recommendations. (See Appendix A for a list of recommendations and the Census Bureau's responses.)

**Committee concurrent sessions (HISP).** Dr. Garcia and Ms. Roman updated the Committee on their past eight activities. Dr. de la Puente notified the members that he would be concluding his service as official liaison to the Committee after this meeting, and that Ms. McKenney and Mr. Marx would select his (Dr. de la Puente's) successor and the Director would have final approval of the appointee.

The members were informed that the questions for Census 2000 would be finalized in April 1998. Ms. Moreno told the Committee that the Bureau had to rely upon each community to ensure

its members were counted accurately. She reported that Hispanic communities have had the opportunity to get their concerns before the Republican party through a 60-member, nonpartisan task force that addresses census related topics, and that the task force meets twice each year. Ms. Moreno said the agency needs the Hispanic Committee's recommendations to understand how best to reach specific communities, and that past experience has shown that some communities respond best to radio advertisements, while others respond to television or other media.

Dr. de la Puente reported that the Bureau has conducted a study which showed that double and triple banking of categories would not confuse respondents. He said that unless a problem with the instructions is discovered following the Census 2000 Dress Rehearsal, the wording used for the dress rehearsal will likely be the same for Census 2000. He added that the reason for the current wording is to encourage non-Hispanic respondents to answer the question "Is this person Hispanic/Spanish/Latino? Yes or No? If yes, indicate." Ms. McKenney provided the reasoning why the above question was worded the way it is.

Dr. de la Puente said that the ancestry question had changed somewhat—Jamaican ancestry has been added. He said that the ancestry question is required by case law, and he could not say with certainty if there would be a long-form questionnaire for Census 2000. He said that regardless of the number of responses reported, all of them will be captured from the Hispanic-origin and race questions during the Census 2000 Dress Rehearsal to be conducted in 1998. The Hispanic-origin question does not tell people to limit their responses.

Ms. Roman did not want the Bureau to list respondents marking more than two categories as "other Hispanic." Dr. de la Puente said that while the person would be categorized as "other Hispanic" he/she would still be coded for up to two responses.

Dr. de la Puente explained that the Census 2000 Dress Rehearsal will not be a test of content—that was done in 1996. Rather the dress rehearsal is an operational exercise to see if the operations for Census 2000 are reasonable. If coding problem occur, changes can be made before Census 2000.

Dr. Chapa updated the Committee on work being done to better count populations in "hard-to-enumerate" areas, specifically colonias. For example, the State of Texas has 1,500 colonias that are 95-percent Hispanic and are identified as substandard housing developments. The majority of colonias are along the border between Texas and Mexico, and that many are in what are considered rural areas.

Dr. de la Puente said that the Spanish surname report recently given to the Committee was the same given to the members in 1995, since there has been no research on the topic since that report was released. After further discussion of the surname list, he said that the Hispanic Committee's recommendation on the use of the surname list should be made at a plenary session because the American Indian Committee is very concerned about being misidentified as Hispanic.

Dr. de la Puente distributed the proposed questions and instructions for Census 2000, and said that a contractor is conducting cognitive testing of the questions.

Dr. García said that the Office of Management and Budget had recommended that another racial category be added, and the Census Bureau would like the Committee's advice on

approaches for tabulating race and Hispanic-origin data. The procedures for tabulation are still in their early stages. Dr. de la Puente reported that the Office of Management and Budget said that the preliminary guidance on tabulation will be provided by the summer of 1998. Before final guidance can be announced by the end of calendar year 1998, the dress rehearsal results will have to be tabulated.

The process to determine the data that will be produced for the public-law files is just beginning, and the Committee will have the opportunity to make recommendations. The Bureau would like the Committee's advice on how data from the Census 2000 Dress Rehearsal should be presented. He said the Bureau would like to consider what other products should be produced from the dress rehearsal in addition to the public-law files.

Dr. de la Puente said there were six known tabulation scenarios, but the agency has not addressed their pros and cons yet. At the request of Mr. Díaz, three of the tabulation scenarios were explained. Mr. Chávez stated that the consistency of the historical scenario for tabulation would make it the best for redistricting.

Dr. García brought other issues to the Committee's attention—data products, procurement for Census 2000, partnership, clarification of the oversight board, and recommendations. He asked the members to review the data products document for their impressions. Dr. de la Puente asked the Committee to consider the issue of multiple responses to the Hispanic-origin question.

The Committee discussed how the Census Bureau had responded to the Hispanic Committee's recommendations in the past. The members discussed the issue of capturing multiple responses to the Hispanic-origin question and the use of these data.

Following a discussion of the Census Bureau's hiring practices and the makeup of its workforce, the Committee formulated its recommendations. (See Appendix A for a list of recommendations and the Census Bureau's responses.)

## Closing Session

**A conversation: advisory committees and committee recommendations.** For a list of all the recommendations made by the Committees and the Census Bureau's responses, see Appendix A.

Following discussions of the recommendations, the Committee members were told to address concerns about tabulation to the tabulation working group made up of the 2000 Census Advisory Committee, the Professional Advisory Committee, and the Race and Ethnic Advisory Committees. Dr. Hill was concerned this referral was a sign the Census Bureau was unwilling to accept recommendations on tabulations.

Ms. McKenney told the Committees that if they desired, she would share the Committees minutes and recommendations with the President's race panel, so they would be aware of Committee members' concerns and ideas. Ms. Le of the Asian and Pacific Islander Advisory

Committee suggested the Bureau invite members of the panel to meet with Committee members in the future.

**Public comment.** There were no public comments.

### **Introductory Remarks and Updates**

Dr. Riche said she had met with the new members of these committees on December 10, 1997 and introduced them—

- Census Advisory Committee on the African American Population (AA): Dr. Johnson and Ms. Powers.
- Census Advisory Committee on the American Indian and Alaska Native Populations (AIAN): Ms. Worl, Messrs. Richardson and Zunigha, and Dr. Snipp.
- Census Advisory Committee on the Asian and Pacific Islander Populations (API): Ms. Le and Mr. Esclamado.
- Census Advisory Committee on Hispanic Population (HISP): Mr. Cruz and Ms. Roman.

She praised the work of former committee members whose terms had expired and thanked current committee members for taking their time to come to Washington and advise the Bureau.

She noted that Dr. de la Puente was ending his service as liaison to the Hispanic Committee and thanked him for his dedication. She added that Ms. Paisano had accepted a new position at the Environmental Protection Agency and that the Bureau will miss her knowledge and experience. She announced that Ms. Darling will serve as temporary liaison to the American Indian and Alaska Native Committee and welcomed members' recommendations on filling that position. She introduced three of the Census Bureau's regional directors (Messrs. Moore, Reeder, and Carrasco, from the Chicago, Los Angeles, and Seattle offices, respectively), the new chief of the Census Liaison Office (Mr. Rolark), and the assistant division chief for special populations in the Population Division (Dr. del Pinal). Among the other staff changes she announced were the appointments of—

- Ms. Gregory as the new Associate Director for Information Technology.
- Mr. Waite as assistant to the Associate Director for Decennial Census.
- Mr. Marx to devote his full attention to the creation and maintenance of the Bureau's Master Address File for Census 2000.
- Ms. Moreno as the Director's liaison to national and local Hispanic organizations.
- Ms. Darling as the Director's liaison to national and local American Indian and Alaska Native organizations.
- Ms. Tamayo Lott as the Director's liaison to national and local Asian and Pacific Islander organizations.

- Ms. Hamilton-Outtz as the Director's liaison to national and local African American organizations.

Dr. Riche pointed out that in addition to substantial hiring of employees for term appointments relating to Census 2000, the Bureau will also experience a large number of retirements over the next 5 years. As a result, the agency is planning to hire qualified people for permanent positions to replace these retirees. The next 5 years will be a time of unusually rapid mobility within the Census Bureau. She felt this made the agency a more attractive place to work and asked committee members to think about ways to help the agency recruit in the Washington, DC, area and in the Bureau's 12 regions.

Following brief introductory remarks by each of the members of the four Committees, Dr. Riche introduced Mr. Price, Acting Under Secretary of Commerce for Economic Affairs, and mentioned that he had participated in negotiations with the Congress throughout 1997 on the Census 2000 plan. For the first time in this century, census plans had become so important that disagreement between the Clinton Administration and the Congress was delaying the passage of important bills (such as the disaster relief bill in the Spring of 1997). More recently, negotiations over the Bureau's appropriations bill extended well into November. As a result, the Bureau lost 6 to 7 weeks on Census 2000 Dress Rehearsal planning and was unable to spend money on such vital programs as printing the dress rehearsal questionnaires. The Census 2000 Dress Rehearsal will have to be postponed by a minimum of 2 weeks.

Mr. Price said he became acting under secretary on June 1, 1997. Two days later, the Congress announced that it would attach a ban on sampling in Census 2000 to the flood relief bill. Both houses of Congress agreed to such a ban, and President Clinton vetoed the resulting flood relief bill. Subsequently, the Congress passed a second relief bill without the sampling ban but requiring that the Census Bureau submit a report on a wide variety of census related issues within 30 days. Following a great deal of hard work, the report was completed and presented on time to the Congress.

Turning to the negotiations surrounding the Bureau's fiscal year 1998 budget, he said that the agency and the Commerce Department were committed to using sampling to address the long-standing problem of the census undercount in Census 2000. The Senate's version of the appropriations bill would have allowed the Bureau to continue to prepare for a decennial census involving sampling as long as the planning involved no irreversible decisions on sampling. However, the House of Representatives' version would have banned sampling until the Supreme Court had ruled on its constitutionality. President Clinton vetoed that legislation, but it was still necessary to craft an appropriations bill that he would sign. Between September and November, Mr. Price consulted with Bureau officials, members of Congress, and others to arrive at a compromise with which all parties could live. The negotiations produced a bill satisfactory to both the administration and the Congress, which included a number of important changes—

- The judicial review provision provided for expedited review but allowed preparations for sampling to proceed rather than prohibiting those preparations.

- The data-collection methodology to be implemented in the Charleston, SC, dress rehearsal site will replace the sampling strategy with traditional census methods and a thorough post-enumeration survey to evaluate the results.
- The Congress and Administration officials will call a truce in their battles over appropriations for census sampling and will allow the Bureau to prepare for sampling in Census 2000. The Congress will fund decennial census-related Bureau activities through February 1999, and the Bureau will prepare a contingency plan and make preparations to take a census that does not include sampling. The policy decision on sampling in Census 2000 will be made by the Supreme Court or by political officials around February 1999.
- An 8-person Monitoring Board will be established to oversee decennial census activities. Four of the board members will be selected by the President (1 each in consultation with the minority leaders in the House of Representatives and the Senate), two by the Speaker of the House of Representatives, and two by the Senate Majority Leader.
- A "transparency provision" states that in addition to the official decennial counts that would be based on sampling, in 2001 the Bureau will release the underlying data that were collected at each level of geography.

He pointed out that the Bureau's decennial budget in fiscal year 1997 was about \$80 million but that the fiscal year 1998 budget request totaled around \$360 million. Since the Bureau was forced to operate at the fiscal year 1997 level for the first 6 or 7 weeks of fiscal year 1998, it had to postpone a number of census-related activities.

Dr. Hill (AA) asked about the timetable for appointing the members of the Monitoring Board and how it was expected to function. He was particularly interested in whether there would be opportunities for advisory committee members to address the board. Mr. Price replied that the board was to be named within 60 days of the President's signing of the legislation (i.e., by January 25, 1998). He felt the way the board will function will depend to a great extent on who the members are. The Administration would welcome any nominations committee members would care to make for membership on the board. It was not yet clear how the decisions on board membership would be made. Dr. Riche added that there would be a number of avenues for committee members to forward nominations to the decision makers. She thought members of Congress will probably submit their nominations through the census caucus, headed by Representatives Maloney (D-NY) and Shays (R-CT). In addition, the Congress has established a new subcommittee of the Government Reform and Oversight Committee to oversee the Bureau's activities. Representative Miller (R-FL) will chair the new subcommittee; the ranking minority member has not been named yet.

Ms. Le (AIAN) mentioned that new committee members were being inundated with information and that it would take some a while to clarify the issues. She suggested the Bureau provide committee members with written notes and comments to help them sort out their options. It will also be important for the Bureau to inform committee members of the names and backgrounds of individuals appointed to the Monitoring Board and the new oversight subcommittee. Dr. Riche agreed and added that interpretive documents might be especially useful because they provide context and background. With regard to the Monitoring Board, its original purpose was to address the concern of some members of Congress that the Bureau might manipulate statistical

procedures in its effort to rectify the historical undercount of minorities. Some observers were worried that instead of undercounting minorities, the Bureau might overcount them in Census 2000. The Monitoring Board would have access to internal documents, be located at Bureau headquarters in Suitland, MD, and be in a position to closely monitor the agency's plans and operations. Mr. Price added that as originally conceived, the board would have to be given advance notice of every meeting dealing with planning Census 2000, would be empowered to grant immunity to individuals, and to issue subpoenas. These provisions were eliminated from the appropriations bill the President signed.

Dr. Riche stated that the response to the Bureau's effort to expand sampling and the use of statistical techniques actually could be reduced to a matter of trust. The Bureau is trying to earn the trust of the communities these advisory committees represent and to maintain the trust of those who have been served well by the traditional methods of census taking. The Monitoring Board is a forum where these approaches may come together. Much will depend on the personalities of the board members. Mr. Esclamado (API) wondered about the basis for the suspicion that the Census Bureau might manipulate the results of Census 2000. Mr. Price replied that he had never heard any evidence or allegations suggesting that the Bureau had manipulated data or had been pressured to do so. Allegations have surfaced concerning the actions and motives of other Government agencies, such as the Immigration and Naturalization Service. The Monitoring Board will have sufficient power to examine census operations, including address list preparation and maintenance, information technology, hiring, and planning for and conduct of the dress rehearsal.

Dr. Hill noted that the Bureau has promised that it will make a thorough going effort to reduce the undercount in Census 2000. Some of those who oppose sampling may not want the undercount reduced. Mr. Price noted that this was a complex issue. Of the 435 members of the House of Representatives, between 180 and 200 support or oppose sampling. Over the next 14 months, Bureau representatives and others who support sampling have to try to persuade the 40 to 50 undecided representatives that the sampling techniques the Bureau has proposed using in Census 2000 will be impartial and unbiased. Some people are simply suspicious of statistics. Dr. Riche added that in the summer of 1997, she attended town meetings in 14 cities around the country and explained the Bureau's plans for Census 2000. In each city, she usually had a meeting with the editorial boards of one or more newspapers in which she discussed the Bureau's plans and the responses she had heard from local residents. At one meeting with an editorial board in a Midwestern city, the editors grilled her with questions about the sampling plan and about the potential for overcounting posed by the plan to place blank questionnaires in accessible places to encourage response. She said the Bureau admitted that earlier censuses had overcounted people, over 6 million residents in 1990. Since the Bureau also undercounted 10 million people in 1990, there was a net undercount of more than 4 million. The people under- and overcounted were very different. Bureau experts have concluded that sampling in Census 2000 will eliminate both the undercount and the overcount. The editors were concerned that the Bureau might count too many of "them." This is one of the important trust issues.

Ms. Apoliona (API) asked for more details on the Monitoring Board—its purpose and the way it will implement its mandate. She thought the Committees might want to discuss ways to approach the board during their breakout sessions. She suggested that the Committees might want to work on a unified statement to present to the board. Dr. Riche agreed to distribute copies of the appropriate sections of the legislation that created the board.



Dr. Riche mentioned that the General Accounting Office (GAO), the investigative arm of the Congress, is conducting a series of reviews of Census 2000 Dress Rehearsal plans and a more comprehensive evaluation of the Bureau's partnership, promotion, and outreach programs. In addition, the GAO is completing an evaluation of the Bureau's workforce and recruitment activities in time to submit its report to the Congress by the end of this month. In the near future, the GAO will also conduct a survey of all the Bureau's advisory committee members to assess your conclusions about the extent to which you feel these committees are serving a useful purpose, the adequacy of the Bureau's support of the Committees' activities, and its management of the Committees. She noted that other statistical agencies view the Bureau's advisory committees as a great luxury and that it has become extremely difficult to obtain permission to create or maintain Federal advisory committees.

She stated that over the summer, the Bureau had reengineered the procedure for creating the Master Address List for Census 2000. The agency's initial efforts to work with local and tribal governments on this project did not work very well. As a result, the Bureau convened a conference with local and tribal officials this past summer and listened to their suggestions for improvements. In areas with city-style addresses (i.e., street number and street name), the conference attendees urged the Bureau to send its address list to localities for review and updating much sooner than originally planned. The Bureau has agreed to move this review process up 1 year and to conduct a 100-percent check of all city-style addresses to look for "hidden housing units" that the U.S. Postal Service has not included on the address list it shares with the Census Bureau. In areas that do not have city-style addresses (i.e., rural route numbers, post office boxes, concierges, etc.), the Bureau has begun to ask local and tribal governments to help update its maps. In August 1998, Bureau address listers will create the rural address lists that local governments will be asked to review.

Turning to the advertising campaign, she stated that the Bureau had announced on October 10, 1997, the award of the decennial census advertising contract to the firm of Young and Rubicam as the prime contractor, in conjunction with four partner agencies—

- The Bravo Group (specializing in advertising to Hispanics).
- Mosaica (a multicultural agency specializing in advertising to Asian and Pacific Islander populations).
- J. Curtis and Company (specializing in communicating with African Americans)
- Gray & Gray Advertising (focusing on the American Indian and Alaska Native campaign).

She asked Committee members to devote some time during the breakout sessions to discussing the possible benefits of the evaluation of the advertising campaign for minority communities. For example, this will be the largest media buy ever for the American Indian and Alaska Native community. Having a good evaluation and documentation could be very useful in persuading advertisers to develop marketing campaigns for the American Indian and Alaska Native community.

She mentioned that she had attended a "roll-out" or get acquainted meeting in the Columbia, SC site for the Census 2000 Dress Rehearsal. She encouraged Committee members to attend nearby roll-out meetings to observe the breadth of census operations. A similar meeting

will take place in Sacramento, CA on January 22, 1998. The Bureau has not yet set a date for the roll-out at the Menominee Indian Reservation.

The Census Bureau is providing statistical and staff support for the President's initiative on race. One of a series of town meetings will be held next week in Fairfax, VA. The focus of this and similar meetings will be on educational opportunity and economic development. The Bureau also is working with the Council of Economic Advisors to conceptualize and produce a book of 12 economic indicators.

She noted that she represented the Department of Commerce on the domestic policy council's interagency committee on the American Indian population. This committee has focused its attention on youth, education, and health. In addition, the Department of Commerce has been asked to chair a subgroup of Government agencies to look at economic development.

She announced that the next meeting of these Committees will take place on June 4 and 5, 1998.

Ms. Worl (AIAN) asked about the status of the Bureau's American Indian and Alaska Native policy. The need for such a statement grew out of the unique legal status of the tribes and the government-to-government relationship between the tribes and the Federal Government. Ms. Darling replied that this policy was for the entire Department of Commerce, not just the Census Bureau, and that she did not know its current status. She added that she chaired a group at the Bureau that was working on a policy statement on American Indians and Alaska Natives but that it was not yet ready for presentation to the Committees. With regard to Census 2000, the Bureau is already consulting with tribal leaders. Dr. Riche suggested that this might be a good question to address to Dr. Mallett in the afternoon.

Mr. Ong (API) asked about the Bureau's role in monitoring the effects of welfare reform. Ms. Schneider noted that for Census 2000, the Bureau is committed to hiring former welfare recipients. A new survey called the Survey of Program Dynamics will also provide statistical data which will be used to monitor the progress of welfare reform.

Ms. Le (API) asked about the possible impact on Census 2000 should the Supreme Court not rule on sampling prior to its implementation during the decennial census. Dr. Riche replied that under the current legislation, the Bureau can proceed with planning and preparing to use sampling in Census 2000 unless the Supreme Court rules against using sampling. If the Supreme Court were to rule on sampling, it would probably not occur until after the data were collected. The negotiations that led to the funding of the Bureau for fiscal year 1998 included a series of unwritten agreements between representatives of the Administration and of Speaker of the House Gingrich (R-GA). In October of 1998, when the 1999 fiscal year begins, the House of Representatives has agreed to fund the Bureau until February 1999, when the evaluations of the dress rehearsal should be finished. The congressional debate over sampling in Census 2000 will take place once these evaluations become available. Some may believe that it will be possible to compare the results of the dress rehearsal that will use sampling in Sacramento, CA with those from the dress rehearsal that will not use sampling in Columbia, SC. It is important to realize that this would not be a valid comparison, that results from a rural site in South Carolina will not be directly comparable to those from an urban site in California.

**Remarks**

Mr. Mallett welcomed the newest members of the Committees and asked for their help and advice. He also noted that experienced Committee members had already assisted the Bureau and thanked them for their efforts, particularly with regard to discussions with Members of Congress about the use of sampling in Census 2000. He said he understood that Mr. Price had explained the unique compromise the Administration had struck with congressional negotiators over the Census 2000 Dress Rehearsal. He acknowledged the next few years will be difficult for the Census Bureau and that the agency's plans and operations will be subjected to unprecedented scrutiny. He mentioned that the House of Representatives had created a new oversight subcommittee to review decennial census planning and operations. In addition a new, eight-member Monitoring Board will also monitor decennial activities at the Census Bureau. The Department of Commerce will continue to examine the agency's plans and operations.

At a recent meeting of the Commerce Secretary's 2000 Census Advisory Committee, he was asked why the Department had not consulted with the department's and the Census Bureau's advisory committee members before agreeing to the budgetary compromise with the Congress. He noted that the pace of the negotiations made consultation almost impossible. He felt that the Administration's negotiators had obtained as good a deal as was possible under the circumstances. He asked for continued engagement from the members of these Committees and emphasized that the Bureau and the Department of Commerce appreciated their expertise and advice. He said he hoped to meet with the Committees in the future and that the Bureau will need their service in the months and years ahead.

Mr. Waddell (Census Advisory Committee on the African American Population (AA)) said he and the other members of these Committees appreciated Mr. Mallett's interest in Census 2000. He indicated that his Committee was particularly interested in the Bureau's request to be allowed to promote its 12 regional directors to the Senior Executive Service (SES). [The Census Bureau requested that the Department of Commerce permit the promotion of the Bureau's twelve regional directors for the duration of Census 2000.] He noted that regional directors have substantial responsibilities during the census and that their experiences in the field would place them high on the list of those being considered for executive positions at Bureau headquarters over the next few years. Mr. Mallett replied that this issue was still under advisement and that he would be making a recommendation on this issue to Secretary Daley next week. He noted that if the Bureau's request to promote regional directors were to be granted on a limited basis, it would be the first time these positions would be accorded SES status.

Ms. Worl (Census Advisory Committee on the Alaska Native Populations (AIAN)) noted that there were more than 200 tribal governments in Alaska. She complimented the Department, and particularly the late Secretary Brown, for adopting a formal policy on American Indians and Alaska Natives. She noted that the AIAN Committee had recommended the creation of a senior level position in Mr. Mallett's office to represent American Indian and Alaska Native tribal governments in their dealings with Census 2000 and other Departmental activities. Mr. Mallett replied that the policy was adopted on March 30, 1995, after extensive consultation with Indian tribes. He pointed out that the proposed policy had been sent to the 550 Federally recognized Indian tribes and that some had returned comments to the Department. Members of the Lummi tribe in Washington State and the Iroquois Confederation in New York State came to Washington and discussed the policy with Department of Commerce officials. With regard to the appointment of a senior official

in his office to work on issues of concern to the American Indian and Alaska Native community, Mr. Mallett said it was unlikely he would make such an appointment, in part because of limited resources, and this would require an increase in the size of his staff. He also felt that he could best address diversity issues through the Department's diversity council, which he chairs, and through interacting with advisory committees such as this one. Ms. Worl said she understood his position but noted that she was inclined to continue pressing for the creation of the position she advocated.

Mr. Esclamado (Census Advisory Committee on the Asian and Pacific Islander Populations (API)) asked about the basis of congressional suspicion of the Census Bureau. Mr. Mallett replied that an earlier Congress had directed the Bureau to get some help on ways to improve the results of the decennial census. Over the past 10 years, the National Academy of Sciences has established four separate panels to examine this issue and recommend solutions. These panels concluded that a methodology including sampling would produce an improved count of all people in this country. Some Members of Congress do not want this procedure used. They want the Bureau to conduct a traditional census, while ignoring the fact that the agency has done that for years and has counted about all the people it can without major methodological changes. The sampling techniques the Bureau plans to use in Census 2000 are scientifically valid and will produce more accurate results than a traditional census. The Bureau will send census questionnaires to about 116 million households in 2000. The agency hopes that as many of them as possible will return the completed questionnaires by mail. However, experience indicates that fewer households than the Bureau would like will actually return them. Sampling will produce an accurate and fair census. A 1.6 percent undercount rate (as occurred in 1990) is unacceptable.

Dr. Hill (AA) noted that the Advisory Committees at this meeting are strongly supportive of the census overall and agreed that sampling will be crucial to obtaining an accurate count in Census 2000. While Committee members have criticized aspects of Bureau policy and operations over the years and will continue to do so in the future, the race and ethnic Committees unanimously support the Bureau's position on sampling. He suggested that future compromises with the Congress should avoid committing the Bureau to repeat the 1990 census methodology. Mr. Mallett pointed out that the President had vetoed the disaster relief bill over this issue. The Administration compromised with the Congress over the appropriations bill for the Census Bureau (among other agencies) because the failure to pass a funding bill was paralyzing other initiatives. He noted that the debate over sampling will return and firmly believed that the President and the Secretary of Commerce will do their best in the upcoming negotiations.

Ms. Le (API) pointed out that the population groups most undercounted in the 1990 census were represented by the members of these Committees. She urged the Department of Commerce to identify resources to give to community organization partners to assist with the marketing and media campaigns targeted at hard-to-enumerate populations. She thought it might be unrealistic for the Census Bureau to rely on voluntary assistance from community groups that are badly squeezed for resources. Mr. Mallett replied that the largest segment of the undercounted population in 1990 was children. He also acknowledged an unacceptable level of undercount among racial and ethnic populations, particularly among American Indians, Hispanics, and African Americans. Children, apartment dwellers, and rural residents were all undercounted in 1990. The Bureau will try to do a better job in Census 2000. He said the Bureau would attempt to find additional resources for partnership activities.

Mr. Richardson (AIAN) was pleased to learn about the new methods the Bureau was considering using in Census 2000. He pointed out that according to the 1990 census, North Carolina contained more than 80,000 American Indians but only one federally recognized tribe. He expressed concern about the capacity to communicate with people outside the mainstream of American society, such as American Indians living in urban or rural areas outside of Indian communities. He was also concerned that there were no Indians among the Bureau's senior employees (SES or GS-15 levels), 1 GS-14, and a couple at the GS-12 and 13 levels. Four of the more than 2,500 Bureau employees working out of the agency's regional offices were American Indians. Mr. Mallett acknowledged that minorities were not fairly represented at the higher levels of the Census Bureau or in the Department of Commerce. This is a different question than the Bureau's commitment to reach out to minority communities in relation to Census 2000. The partnership specialist process is designed to insure the hiring of members of minority groups who will help the Bureau communicate with minority communities more effectively than the agency has been able to do in the past. He asked the Committees to assist the agency by identifying potential recruits. With unemployment rates as low as they are, the Bureau expects to have difficulty in hiring the temporary employees that will be needed during Census 2000. Dr. Riche added that the Bureau will be losing a significant number of long-time employees over the next 5 years to retirement and emphasized that the agency would appreciate referrals of qualified personnel from members of these Committees. Opportunities for rapid advancement will be the best they have been in about 30 years. Dr. Johnson (AA) mentioned that there are many African American college graduates who have been unable to find work commensurate with their training or at all. Mr. Mallett suggested that Dr. Johnson refer some of these people to the Bureau, and she said she would.

Mr. Esclamado recommended that the Bureau's Committees agree to support the Bureau's efforts to conduct a completely inclusive and comprehensive Census 2000. Mr. Zunigha (AIAN) added that anyone present who does not support such an effort should say so now. The motion was seconded, discussed briefly, and passed unanimously.

### **What Is the Master Activity Schedule? How Will It Work for the Census 2000 Dress Rehearsal?**

Using a series of overhead projections, Mr. Huther outlined the reasons the Census Bureau needs to do detailed project planning in connection with Census 2000 and some of the tools the agency plans to use. He asked the Committees to think about ways the Bureau can communicate regularly with them so that they will be able to monitor the agency's activities in real time and carry out their advisory responsibilities.

He pointed out that Census 2000 posed a number of management challenges—

- No slack in the schedule. Once scheduled activities begin, there is virtually no time to go back and correct mistakes.
- Under the recent legislation funding the Census Bureau for fiscal year 1998, the agency has to plan for a dual track census, one that includes sampling and one that does not.
- Increased oversight. The same legislation that funded the Bureau for fiscal year 1998 also created a Census Monitoring Board that will closely review census testing, preparations,

and implementation. In addition, the House of Representatives has recently created a new oversight subcommittee that will focus on Census 2000.

- Creating and maintaining a Master Address File.
- Communicating effectively with the Congress and with partnership groups.
- Managing and testing the imaging technology that will be used to capture Census 2000 data.
- Developing software.
- Integrating software and hardware systems.
- Hiring and retaining a temporary staff that will include a substantial number of former welfare recipients.

In addition to using the Master Activity Schedule to control project planning, the Bureau is also implementing several other management strategies for Census 2000, including—

- A regular cost and reporting system, that will inform managers and executives of such things as the number of offices opened, employees hired, and the amount of training they have received.
- Beta testing of hardware and software. That contract was just awarded a couple of weeks ago.
- Independent validation and verification of Bureau planning and operations.
- Business process reengineering. The agency is examining and streamlining all its business planning, such as the hiring and paying of employees.
- Accelerated contracting.
- Seeking advice and guidance from the Inspector General's office in the Department of Commerce and from these Advisory Committees and others.

He divided Census 2000 activities into five phases. The first phase, pre-enumeration activities, began in December 1996 and will continue through March 2000. The Bureau is using the 1990 census address list and U.S. Postal Service files to create the most complete list of the 120 million housing units in the country. The Bureau also is working with local governments to review those lists to assure their comprehensiveness. This preparatory phase includes designing the questionnaire and determining its content and developing a comprehensive advertising and media strategy to acquaint the American people with the value of their participation.

The enumeration phase will extend from February through June 2000. It will include the mailing of all the decennial census questionnaires and the provision of assistance by telephone to those who need it. The goal is to increase the response rate and decrease the workload for

nonresponse follow-up. The third phase, data processing, will go from March through July 2000 and will involve unduplicating multiple responses from the same household. It also will use imaging technology to capture the data from the tens of millions of forms returned by mail and collected by enumerators.

From May through December of 2000, the Bureau will conduct a series of quality-check activities to make sure that the resulting one-number census will be accurate and comprehensive. During the fifth phase of the census, the Bureau will use an Internet-based system for making census numbers available to the American people.

Census 2000 will take place in a very compressed time frame. The Bureau expects to receive about 75 million responses in about 6 weeks of March and April 2000. Optical mark and character-recognition technology will process approximately 116 million questionnaires in a little more than 3 months. In about 6 weeks during the spring of 2000, the agency plans to send enumerators to about 22 million housing units that did not respond to the original mailing. The quality check interviewing and data preparation and dissemination phases will take place in similarly tight time frames.

As mentioned earlier, Census 2000 will rely on contracts with private sector companies to a greater degree than previous censuses. While several of the large contracts have been awarded, the largest contracts in terms of dollar value (approximately \$400 million) remain to be awarded during calendar 1998 and the early months of 1999. Among the contracts already let, that for laptop computers to be used to support the Bureau's regular survey work and in the Census 2000 Dress Rehearsal was awarded to a small company in the fall of 1996. The main contract for the Data Access and Dissemination System went to the IBM Corporation, although several subcontractors will also be involved. The Lockheed Martin Company won the contract for the Data Capture System 2000, and just over a month ago, the advertising contract was awarded to Young & Rubicam. Among the reasons for selecting the latter firm was that \$87 million of the \$100 million contract will be subcontracted to experts in all diversity categories. This design was important because it relies on grass roots companies to contact local communities. During the dress rehearsal, the Bureau will be testing the efficacy of the advertising media campaign.

The Bureau expects to award the data capture services contract toward the end of January or early February 1998. The telephone questionnaire assistance contract will be awarded in April 1998. The Bureau did not handle this aspect of the 1990 census very well; the agency believes that the private sector can put together a more robust telecommunications facility with the appropriate staffing more efficiently than the agency could. Toward the end of 1998 into early 1999, the Bureau will award several contracts dealing with different aspects of the automation infrastructure that will be needed at headquarters and in each of the local census offices.

Mr. Esclamado (Census Advisory Committee on the Asian and Pacific Islander Populations (API)) asked if the \$87 million for advertising subcontracts had been awarded. Mr. Huther replied that the subcontracts had not yet been awarded. Mr. Esclamado wondered if these Committees could make recommendations on how to spend those funds. Mr. Huther said that the Committees would not be able to advise on how to spend the \$87 million but would be given opportunities to make recommendations on media strategy and its actual or potential effectiveness within minority communities.

Over the past several months, the Bureau has diagramed all the components of Census 2000 from beginning to end and has established the set of linkages among those steps. This electronic database is called the Master Activity Schedule and contains an interconnected listing of about 3,300 steps that must take place in an integrated fashion during Census 2000. An automated tracking system will report on the progress of the census and will update the Master Activity Schedule. For example, this system will contain projected and actual completion dates; Bureau managers will use this information to determine whether critical path items are proceeding according to plan or if adjustments are needed to maintain the schedule.

The Bureau plans to use the Master Activity Schedule, in combination with other systems such as the cost and progress reporting system from the field and the new financial system, to—

- Communicate detailed operational plans within the Bureau.
- Monitor progress on a daily basis.
- Analyze and evaluate the impact of delays.
- Exert centralized control over any changes in the plan.
- Generate specialized reports on progress in any one of the 12 regions of the country.

For example, if the response rates during Census 2000 are lower than planned for, the Master Activity Schedule will be updated to provide Bureau executives and managers with the information they need to adjust hiring plans, advertising strategies, and other key components of the census.

The Master Activity Schedule is divided into 12 major components (e.g., general planning, statistical design, content, forms, partnerships and marketing, address list development, etc.). A series of arrows indicates which components are related to one another. Each of these major components is further subdivided into operations or major products, and then into the phases or groups of steps within each operation or product. Each phase or step is further identified by whether it pertains to both the census and the dress rehearsal, to the census only, or to the dress rehearsal only.

While the Bureau will monitor the progress of each of the 3,300 steps in the Master Activity Schedule, it also will provide Internet access to the key items that are involved in carrying out the schedule. The agency believes that the Department of Commerce, the new Monitoring Board, and congressional staff will be interested in reviewing the progress of census planning and operations. In addition to providing online access to the current status of major census activities, the Bureau will also make this information available to these Committee's and other interested observers in printed extract reports.

With regard to future activities, the Bureau must develop a new Master Activity Schedule that incorporates the steps necessary for conducting a nonsampling census. In addition, the agency will—

- Continue refining and updating the existing Master Activity Schedule.



- Create a process that will allow members of these Committees to monitor key decennial activities in real time.
- Develop a delivery system that will provide Committee members with access to census activities either via the Internet or by means of printed extracts.

Mr. Huther asked if the reporting system he described would meet the needs of the members of the Committees. Dr. Hill (Census Advisory Committee on the African American Population (AA)) pointed out that the list of activities did not include hiring goals, an especially important topic since censuses in the past have been plagued by staff turnover. Mr. Huther replied that there would be no problem in including this topic in the electronic and printed reports. Dr. Riche suggested that members of the Committees review the Bureau's plan for providing them with information and recommend additions they would like to have. Dr. Hill commended the Bureau for its superb approach to providing broad access to the current status of Bureau planning and operations.

## **Building Partnerships**

**Update of the Advertising Campaign.** Mr. Sparks reviewed the current status of the Bureau's advertising and partnership campaigns, noting that the proposed budget for the paid advertising campaign for Census 2000 is \$100 million, while the Bureau has allocated \$130 million (compared to \$70 million for the 1990 census) for the partnership program. Of the total paid advertising budget, approximately \$87 million will be spent on the subcontractors, of which about \$28 million will be directed to minority-owned firms.

The advertising program for Census 2000 began about 2 years ago with initial planning. About a year ago the Bureau issued a request for proposals to advertising agencies. The Census Bureau added to the initial list of companies asked for submission, including several suggested by the agencies Advisory Committees. The Bureau selected the firm of Young & Rubicam as the prime contractor for the advertising campaign in the fall of 1997.

Mr. Sparks showed a video summary of Young & Rubicam's presentation to the Bureau, and noted that they will use four principal subcontractors—J. Curtis & Company (an African American firm), Gray & Gray, Advertising (American Indian and Alaska Native), the Bravo Group (Hispanic), and Mosaica (Asian and Pacific Islander).

Mr. Jacobs said he is an advertising executive and was one of several non-Bureau people asked to participate in the Bureau's discussions about its advertising plans in order to provide a new perspective.

The Bureau's selection process was a fairly typical example of competitive contractor selection; the four companies were brought in successively to make their presentations, each followed by a question and answer period, and then by a general discussion among the Bureau attendees and their advisors. The selection group came to a consensus on the main points regarding selecting an agency as prime contractor—the agency had to (1) have the capability and resources to undertake a national campaign, (2) have done great work (i.e., showed creativity, good research, and innovative use of media), (3) have a strong “team” from top to bottom, and (4) demonstrate a genuine commitment to doing this project right. In addition, the Bureau looked for

the ability to reach all the target audiences, and that the agency understood the problems involved. This meant it was important that the firm selected understand the logic of the alienation among some groups.

Mr. Jacobs noted that he and the various other non-Census Bureau people involved in the review functioned as advisors, but in the end, the Bureau's own team made the final selection of Young & Rubicam.

Dr. Meyer commented that the Bureau used innovative approaches to get this contract completed and issued on time. For this operation, the Bureau reversed the usual process of procurement and started out by telling potential contractors what money was planned to be spent, and asked them to tell the Bureau how they intended to spend it. (During the question and answer period, Bureau staff—given the vagaries of Federal funding—asked each firm how it would handle a 50-percent cut in the budget.) The selection team also asked for a set of subcontractors that would address the problem of improving response among target populations. The Bureau wanted a prime contractor with commitments from its subcontractors that would enable them to form a team to carry out the advertising and promotion campaign.

Dr. Meyer noted using oral presentations in evaluating contract proposals is relatively new to the Federal Government, hence the Bureau asked for help from people such as Mr. Jacobs in evaluating the proposals. The Bureau was still operating under the continuing resolution at the time the contract was awarded, so spending was restricted to fiscal year 1997 levels. This did not allow the Bureau to pay the agencies involved, but Young & Rubicam "hit the ground running" anyway.

The Census 2000 Dress Rehearsal is an opportunity to test the advertising plan. In November, the new advertising team began visiting the Bureau's regional offices involved in the dress rehearsal to meet the staffs and obtain local information, as well as begin to familiarize themselves with local audiences. Since then, Young & Rubicam has developed a list of target audiences for their advertising and have begun discussions of how the Bureau's partnership program might help reach those audiences that are unlikely to respond to the advertising. Currently, the contractors are "tweaking" their plans for the dress rehearsal. The Bureau and the contractors plan to revisit the regional offices involved after the dress rehearsal as part of the advertising plan evaluation.

Mr. Sparks pointed out that there is a heavy evaluation component built into the dress rehearsal advertising program. The contractors and the Bureau are conducting a series of focus groups now on the ads proposed for use in promoting the dress rehearsal, and plans to carry out an advertising survey following the completion of the test.

Mr. Nishimoto (API) said he received a letter proposing participation in the contractor selection team but was unable to accept because of the short notice involved. He wondered if there was any input from Asians or Pacific Islanders to the selection team, and he noted that there is no information about Mosaica, the Asian and Pacific Islander subcontractor, in the background materials.

Mr. Sparks said that there were 22 Bureau and non-government people on the selection team—about 40 percent of team members were people of color, including 4 from the Asian and

Pacific Islander populations. He noted that both Mosaica and Bravo (the Hispanic subcontractor) are wholly owned subsidiaries of Young & Rubicam.

Responding to a question by Ms. Roman, Mr. Spark said the contractors are testing messages for use in reaching the Hispanic population now. Bravo has considerable expertise in this area and will be testing themes and advertising placement as well.

Dr. Meyer pointed out that the Census Bureau does not have the capability to answer questions on how advertising can reach a specific audience, which is why this task is being contracted out. With regard to television advertising, only about 20 percent of the total media "buy" will be television; greater use will be made of other, non-traditional media, than in previous censuses. One advantage of using paid advertising is that it will allow the placement of ads in media, such as foreign-language newspapers, that have not previously taken part in the census promotion campaign.

Mr. Jacobs added that the selection team keyed in on a demonstrated expertise in using non-traditional media during the evaluation of the proposals.

In reply to a question by Ms. Worl, Mr. Sparks said the paid advertising campaign is aimed at improving mail response to the census. How the campaign will be adjusted in response to possible budget cuts depends on the size of the cut. The current division in allocated resources between general and targeted advertising (i.e., between advertising aimed at the general population and that directed to specific segments of the population) is about 50/50. If the budget is cut, the reductions will probably be distributed more heavily to the general population program rather than toward the targeted portion.

Dr. Riche commented that mail response to the census has been declining in the past few enumerations. Each increase in mail response of just 1 percent will save approximately \$25 million in follow up and processing costs. This fact has brought some interesting comments from the various auditing offices (e.g., the General Accounting Office); for example, how much of an improvement in response is anticipated from the advertising campaign? The Bureau does not know the answer to that question, but it hopes the outreach and promotion program will improve knowledge of the census (she noted that in 1990, a survey showed that 40 percent of the Black male population in Los Angeles did not know a census was being done).

In response to a question by Ms. Apoliona (API), Dr. Meyer said 13 firms responded to the Bureau's original request for submissions, but 2 were dropped immediately because they lacked national capability. Seven were urged to drop out because, for one reason or another, they had no realistic chance of winning selection. These decisions were made based on the individual firms' initial written proposals.

In reply to a question by Mr. Esclamado (API), Mr. Sparks said the Census Bureau asked the potential prime contractors to provide information about their subcontractors, and asked specifically for plans for advertising aimed at young Black and Hispanic males. Dr. Meyer added that the Bureau asked the advertising agencies to include descriptions of their own national capabilities, and justify their selection of subcontractors.

Responding to a further question by Mr. Esclamado, Mr. Sparks said it still is possible that other firms could be given subcontracts. Dr. Meyer commented that the Bureau wanted the prime contractor and its subcontractors to be able to submit a "team" proposal.

In response to a question by Ms. Apolonia, Mr. Sparks said the Bureau limited the number of people each firm could bring to the oral presentations and asked for two specific presentations (on plans to reach Black and Hispanic males) within the general one from each company. This eliminated some companies altogether, and none of those ultimately taking part brought representatives of all four subcontractors. However, the "final four" all had the same general configuration of subcontractors as Young & Rubicam.

Mr. Jacobs commented that the Bureau's team saw presentations that represented a series of judgement calls by the ad agencies involved. Each had to make its own decisions on its presentations, and the selection team had to make its decision on what it saw on that stage. Mr. Huther added that J. Curtis & Company and Bravo were represented in the Young & Rubicam presentation.

Ms. Ahhaitty (AIAN) commented that Gray & Gray is a relatively new firm. The proof of the pudding will be the results of the dress rehearsal. There will be a narrow "window" of time following the dress rehearsal to address what should be done for Census 2000.

Mr. Sparks said that in the last 18 months each of the Race and Ethnic Population Committees has selected one person to stay in contact with the Census Bureau regarding the promotion program. The Bureau will conduct a review of plans for the advertising campaign late in January 1998, and he urged each Committee to select a person who can attend that review.

Ms. Le (API) pointed out that the allocation of advertising resources will be a problem. She noted that the Hispanic population in the United States is 10 times the size of the Asian and Pacific Islander community, but has a single language in common. The Asian and Pacific Islander population has at least 10 different languages in use among its members. There are only nine members of the Asian and Pacific Islander Committee, and even the Committee does not know how to reach all the various segments of the Asian and Pacific Islander population. The complexity of the populations involved must be considered in the Bureau's plans.

Mr. Sparks said the Bureau is looking at that problem right now at the Sacramento, CA, dress rehearsal site, where the Asian and Pacific Islander community makes up a relatively small percentage of the overall population, but is itself very diverse.

**Update of the Census in the Schools Project.** Ms. Lott said there is a lot of enthusiasm for an accurate count in the census. In discussions on the census around the country, education is a continual point of interest. In communities of people of color, the population is younger than in the general population, with great numbers of children in the educational system (making up the majority of the school population in some of the larger city school districts). Thus the education system is very critical to the populations of special interest to these Committees.

The materials sent to the members prior to this meeting included a copy of the Bureau's "Census in the Schools" project. The objective of the project is to increase the mail response rate by encouraging cooperation through the various educational communities involved. The plans for

Census 2000 involve working both from the “top down” (contacting state authorities and school districts), but also a grass roots approach to students, parents, and teachers. Young & Rubicam, the Bureau’s prime contractor for the advertising campaign, has subcontracted the schools program to Scholastic, Inc., which has a long history of involvement in education and is present, in the form of its materials or projects, in virtually every classroom in the country.

Scholastic, Inc. plans to try to reach 30.6 million households with enrolled pre-kindergarten and elementary school students, 21.6 million households with secondary school students, 3 million teachers, as well as adults active in citizenship, English as a second language, and graduate equivalent degree classes. Approximately 113,000 schools of all kinds (e.g., public, private, Bureau of Indian Affairs, Department of Defense) will be targeted by the project, which will contact five audiences—students of pre-kindergarten, elementary, and secondary schools; adult students in special classes, parents, teachers, and principals and professional education establishment. The plan will cover the 50 states, Puerto Rico, the Pacific Islands, and other area islands. The curriculum will be introduced into social studies and mathematics sections, in three segments of the school population—kindergarten through 4<sup>th</sup> grade, 5<sup>th</sup> through 8<sup>th</sup> grade, 9<sup>th</sup> through 12<sup>th</sup> grade. The basic materials will be distributed in English and Spanish language versions (with take home materials in several other languages), and will be tested in the dress rehearsal.

Dr. Agrawal (API) noted that the Bureau also needs to work with teachers that do not use Scholastic, Inc. materials in the classrooms, or who are not connected with them.

In response to a question by Ms. Ahhaitty (American Indian and Alaska Native (AIAN) Committee), Ms. Lott said the Bureau will look into meeting with the Bureau of Indian Affairs schools to develop a working relationship. Ms. Ahhaitty added that there are Title 9 Indian education programs, and other programs, in urban areas, and it is important to develop Indian-specific materials for the general public school system to reach parents that might not be contacted any other way. In addition, the Bureau should contact national Indian organizations, such as the National Indian Education Association.

In reply to a question by Ms. Powers (AA), Ms. Lott said the Bureau is looking at a variety of other programs and organizations it might want to contact, including adult literacy projects and the like. If members know of any additional national organizations the Bureau should contact as part of this program they should let the Bureau know as soon as possible.

Replying to a question by Mr. Rodgers (AIAN), Ms. Lott said she is unaware of plans for a specific census-related educational supplement for newspapers, but such a proposal is worth considering.

**Update of the Business Partnership Plan.** Dr. Meyer said the Census Bureau’s partnership program for Census 2000 will involve both “top-down” and grassroots efforts. The latter will be run through the agency’s regional offices. As in the advertising campaign program, the Bureau is building in a strong evaluation component so that it can determine the usefulness of the kinds of partnerships it will try to use in improving the count.

Budget reductions have had an impact on the partnership program; at present, there are only 12 partnership specialists in the regional offices and they are all government specialists (there also are 1 each at the Sacramento, CA, and Columbia, SC, dress rehearsal sites, for a total of 14

actually in the field). The Bureau plans to add the equivalent of one more full-time equivalent position at the Columbia site, although several people working part time may be involved.

For fiscal year 1998 the agency hopes to add 185 partnership specialist full-time equivalent (the late passage of a census budget has delayed hiring for these positions, but the Bureau hopes to bring the new employees onboard as quickly as possible). The specific number for each regional offices will vary. Additional partnership specialists are scheduled to be hired in fiscal year 1999, bringing the total to about 350 in all.

The Bureau has developed a series of guiding principals to govern its partnerships with outside entities. The specific partnerships should provide help to the agency in—

- Data collection (e.g., reviewing address files, locating hidden group quarters, etc.)
- Recruiting staff (e.g., identifying candidates for jobs, referring potential hires, etc.)
- Promoting the census. This may involve promotion during the “pre-awareness” period (i.e., identifying what kind of promotion is needed), awareness (i.e., letting people know the census is coming), mailout/mailback (i.e., galvanizing people to respond to the census), and nonresponse follow up (i.e., identifying targeted advertising requirements, contacting trusted agents and/or “gate keepers” of local communities, etc.).

Responding to a question by Ms. Powers, Ms. Sparks said the Bureau will not be able to provide local volunteers or organizations with any money, but hopes such groups will demonstrate enlightened self-interest. He noted that should the Bureau offer funding to one group, everyone would ask for it. The agency will be able to help with a certain degree of “in kind” aid, but will not be able to provide direct funding.

Dr. Riche commented that the Bureau is negotiating its fiscal year 1999 budget and is having a very hard time selling the concept of partnerships to the people controlling the budget allocations. Any examples of the help such partnerships could provide in improving the census count will be welcome.

Mr. Sparks noted that in the 1990 census the Bureau worked with all of the major churches, distributing materials for a census-related sermon just before the census to about 50,000 ministers, priests, and rabbis.

Ms. Chu (API) expressed interest in the propose dual-language questionnaire mailing in the dress rehearsal at the Sacramento, CA, site. She said it is important that the Bureau develop a more systematic method of identifying census tracts with Asian populations and suggested the development of an Asian-surname list similar to the Hispanic-surname list as a possible solution to the problem.

Dr. Riche pointed out that the Census Bureau has the 1990 census database, with information on language spoken in the home. She suggested that the identification of concentrations of people speaking specific languages other than English is important, among other reasons, because it will enable the Bureau to avoid the backlash that sometimes results from mailing questionnaires with items that apply only to a small part of a given population.

Mrs. McKenney pointed out that the Bureau will be mailing questionnaires in Spanish, Chinese, and English at the Sacramento dress rehearsal site. "Be Counted" forms in six additional Asian and Pacific Islander languages also will be used at the site. Dr. Meyer added that the Census Bureau has established a staff team to look more closely at the issue of identifying language communities.

Mrs. McKenney noted that members earlier had asked for the references for the legislation creating the Census Bureau's new Monitoring Board. The language concerning the board is contained in House Resolution 2267, paragraph 4, section 210.

### **Report on the 2000 Census Advisory Committee Meetings**

Dr. Riche announced that Mr. Collins, Vice Chairperson of the 2000 Census Advisory Committee, will report on that Committee's current activities. She noted that the 2000 Census Advisory Committee is made up of organizations many of which represent the communities of the members of the Census Advisory Committees on African American Population, American Indian and Alaska Native Populations, Asian and Pacific Islander Populations, and Hispanic Population. Referring to a handout listing the names, addresses, and other information about the 2000 Census Advisory Committee members, Dr. Riche said the members of these four Committees may find them useful for making connections.

Mr. Collins gave an update of the activities of the 2000 Census Advisory Committee. He explained that this Committee is an advisory body to the Secretary of the Department of Commerce and represents stakeholders from both governmental and non-governmental organizations. The 2000 Census Advisory Committee was organized and received its charter in 1991. It is primarily responsible for advising the Secretary of Commerce on issues and concerns of a broad universe of stakeholders about the design and methodology of Census 2000. The objectives and duties of the 2000 Census Advisory Committee are to provide—(1) a perspective of non-governmental and governmental data users about basic questionnaire contents, operational planning, and implementation of Census 2000, (2) an opportunity for an open process that informs and welcomes public comments on all aspects of Census 2000, and (3) a targeted review focused on the conduct of the Census Bureau that will help define census methods and procedures while adhering to the overarching goals, i.e., to improve the total count, reduce the differential undercount, and contain cost.

The 2000 Census Advisory Committee issued its first formal report in March 1995 highlighting its findings, key discussions, and including recommendations in 10 critical areas. Mr. Collins noted that the summary of those recommendations are in the background materials. He summarized some of the activities of the 2000 Census Advisory Committee as follows:

- There were four subcommittees that were organized under the administrative provisions of the Committee's charter to look at specific areas of the contents, marketing, procedures, partnerships, and outreach for Census 2000. The subcommittees submit their recommendations to the full Committee. It then reviews and modifies the recommendations as necessary before forwarding those recommendations to the Secretary of Commerce for his review and consideration.

- Due to changes in responsibilities, the four subcommittees have been combined into two subcommittees—(1) content and procedures subcommittee and (2) marketing and partnership and outreach subcommittee.
- The Committee has organized the following working groups for the Census 2000 Dress Rehearsal: (1) workforce and hiring, (2) community relations and partnerships with special populations and businesses and advertising firms, (3) statistical estimation, and (4) data products and quality. These working groups will have two-fold responsibilities—(1) each will request information from the Census Bureau on their assigned topics for evaluation of that particular aspect for the Census 2000 Dress Rehearsal and (2) each working group member will determine how his/her organization might partner with the Census Bureau in that particular area to help reach its objective during the dress rehearsal process.

Mr. Collins noted that he is particularly interested in one aspect of the Committee that is the activities of its member organizations as the Census Bureau moves towards the implementation of Census 2000. He said it was important for the members to look beyond just being advisors to the Census Bureau as well as to the Secretary of the Department of Commerce and involve their organizations in census-related activities. He hoped that the members of these Committees will do the same. Mr. Collins added that whether or not to use sampling in Census 2000 will finally be determined by the general public when they understand what is at stake for them in the census. He requested that the members of the Census Advisory Committees on African American, American Indian and Alaska Native, Asian and Pacific Islander, and Hispanic Populations spend some time with their constituents and visit their respective congressmen to discuss Census 2000. Mr. Collins said he, as a general public, would arrange a meeting with some of the President's representatives so he as well as Congress understands what is at stake.

Dr. Riche thanked Mr. Collins and asked the Committees to look up the 2000 Census Advisory Committee membership list to see if they can "hook up" with any of those organizations to help census activities.

Mr. Esclamado (API) said Mr. Richardson (AIAN) approached him to see if it will be possible for all of the members to gather together to form a national coalition to lobby Congress. Dr. Riche said it was against the law for the Bureau to have any discussion of lobbying. She suggested that Mr. Esclamado discuss this with Mr. Collins.

Mr. Agrawal (API) requested a list of the members of the 2000 Census Advisory Committee. The list should also contain updated telephone numbers so that the members of these Committees could contact them. Dr. Riche said Ms. Knight would provide them with an updated list. She added that there is a Regional Directors' Briefing Book in the background material package that will help the members to know and contact the Census Bureau's regional directors.

### **Process for Determining the Final Proposals on Tabulation of Racial and Ethnic Data in the Federal Statistical System**

Ms. Wallman made a presentation on the process for determining the final proposals on the tabulation of racial and ethnic data in the Federal statistical system. She said on October 30, 1997, a major milestone was reached in determining the way this country collects and presents data on race and ethnicity. She noted that since she last met with these Census Advisory Committees, the



Office of Management and Budget had published its decisions on the recommendations from the 30-agency committee (i.e., the Interagency Committee that included the Census Bureau). The Committee's recommendations on what should be done about the standard for the classification of data on race and ethnicity had been published. The recommendations were based on the following understandings:

- A minimum standard will be required by all Federal agencies that collect information on race and ethnicity.
- Data collection will be in the context of self-identification.
- The racial and ethnic categories are not to be used for the determination of Federal benefits.
- The decision as to how to classify oneself will be up to the individual.

Ms. Wallman summarized the Office of Management and Budget decisions as follows:

- It adopted the Interagency Committee recommendations (which received the most discussion) to enable people to report one or more races if they choose to do so.
- The Office of Management and Budget's decision to break apart the existing category for Asian and Pacific Islander populations into two categories (i.e., an Asian category and a Native Hawaiian or other Pacific Islander category) was slightly different than what the Interagency Committee initially recommended.
- It made some changes in terminology for naming the categories, e.g., the Black category has been renamed Black or African American and the Hispanic category has been renamed Hispanic or Latino.
- It decided that further research needs to be undertaken in two specific areas—establishing the Arab or Middle Eastern population as a separate ethnic category and should one be able to report both Hispanic and non-Hispanic in the same way individuals may report multiple races.

In terms of data tabulation, Ms. Wallman referred to discussions that have focused on tabulation of responses if people mark multiple categories of race and ethnicity. The Interagency Committee initially recommended that the Office of Management and Budget take an 18-month period to work further on this issue. But, at a congressional hearing, the Office of Management and Budget decided to try to accelerate the schedule and committed to present at least some preliminary thoughts on this tabulation issue during the coming year. The Office of Management and Budget has formed a working group that has three subgroups addressing various aspects of this issue. The members of this working group were drawn from federal agencies and are meeting with the non-federal organizations to discuss the tabulation issues.

Ms. Wallman introduced Dr. Tucker from the Bureau of Labor Statistics who is leading the efforts on the tabulation issues, Dr. Jeanne Griffith from the National Science Foundation who is assisting on this project, and Mr. Ishimaru from the Department of Justice who could answer

questions, if any, with respect to the legal uses of racial and ethnic data in the administration of the Voting Rights Act.

Ms. Wallman noted that the Office of Management and Budget is addressing two major types of tabulation issues—(1) policy uses of the data (e.g., data for administration of programs and for carrying out of Federal laws) and (2) statistical uses of data. The Office of Management and Budget intends to develop with initial recommendations for tabulation guidelines in the spring of 1998 and final recommendations by fall of 1998.

Dr. Griffith spoke about the policy, administrative, and legal uses of racial and ethnic data. She is chairing the Policy Subcommittee that will determine what different aspects of uses of these data might influence how these data should be tabulated. She noted Ms. Wallman's statement that the Office of Management and Budget is going through a process and that specific proposal is premature. Therefore, Dr. Griffith focused on the Policy Subcommittee's objectives and how it is identifying some of the major themes and issues involving racial and ethnic data. The main goal of the subcommittee is to find out how different Federal agencies generate and use racial and ethnic data. She summarized several different aspects of the policy uses of data—

- Legislatively mandated uses of the data, e.g., for the Voting Rights Act. Dr. Griffith said this act was a major aspect for the Office of Management and Budget consideration when it was developing the recommendations that appeared in the July 9, 1997, and October 30, 1997, *Federal Register* notices. There are relatively few cases where it said that racial and ethnic data shall be used explicitly. She noted that the Policy Subcommittee has not identified cases where there are specific requirements for specific racial categories.
- The programmatic uses of racial and ethnic data. These uses are not specifically legislated, it's not in the law that the data should be used that way; they are, however, frequently used that way. She gave several examples of such uses—(1) fellowships for minority students from the National Science Foundation or the Department of Education, etc., (2) reporting on food stamp participation to the Department of Agriculture, (3) different offices of civil rights use racial and ethnic data in variety of ways, and (4) the Office of Federal Contract Compliance Programs in the Department of Labor requires companies to have written affirmative action programs that designate racial categories.
- The statistical uses of these data. It's necessary to learn about the ways the statistical agencies generate data to monitor trends and identify differences in populations. There are vital statistics, income, education, and labor force-statistics to understand the trends in the population.

Dr. Griffith reiterated that there are a number of mandated requirements for the policy uses of racial and ethnic data, but there do not appear to be specific requirements for specific race categories. She noted that, at this point, her subcommittee has more questions than answers as to how these data should be tabulated. She discussed three types of questions that the subcommittee is focusing on—

- Concerns with discontinuities in the system. There are a number of sources of discontinuities in the system—people are very concerned about how to prevent them. One major concern is the time series—how do the agencies create historical information to

bridge the data collected in the past with the data that will be collected in the future. Dr. Griffith said the issue of discontinuity affects virtually every agency that is represented on her subcommittee. She added that there are discontinuities between databases that are logically connected, e.g., in vital statistics, the numerator comes from the National Center for Health Statistics and the denominator comes from the Census Bureau. Therefore, two different data series go into developing single-item statistics such as death rates, birth rates, etc. The timing with which different agencies introduce the new ways of collecting data and the timing of when those data actually show up in tabulations that are available from one agency to another agency are very serious problems. She said another example of discontinuities between databases relates to the population estimates that the Census Bureau creates. These estimates are used for development of weights for population surveys in many other agencies. Another type of discontinuity is in introducing the new standard and the time that it takes. She said the decennial census data will be collected by asking the same questions of everybody at the same time, but there are many other databases that are not administered in that way. If companies are reporting on racial and ethnic characteristics of their workforces, they are probably collecting the information when people apply for jobs. If these companies are suddenly asked to report on their entire workforce using new categories, they may be able to collect the new information on the new applicants but some effort would be required to re-collect the data on all of the existing workers. Vital statistics also will be implemented on a gradual basis. One would not expect every state to implement the new categories at exactly the same time. Even if a state implements all categories at the same time, all the hospitals that fill out birth certificates or mortuaries that fill out death statistics are unlikely to start using new forms simultaneously. Dr. Griffith believed that similar problems would arise with education statistics because universities collect race and ethnicity information of the student body when they first apply for admission and may not collect it again.

- Another issue is to try to figure out how to deal with who reports the racial and ethnic information. There is a difference between self-reporting and when other people report for someone. Reporting by others influences the ability to get to the finer details on race and ethnicity. Dr. Griffith believed that this issue existed since the Government started collecting racial and ethnic data, but it is an issue that has been highlighted and people have become increasingly sensitized to this issue. When people self report, they can report according to their own likes—how they think of themselves and what they believe themselves to be. When other people report on them, however, details may be lost, e.g., when the universities report on the race and ethnic composition of the student body to the Department of Education, they report in the aggregate on the student body. She noted that the universities are required to report this information to the Department of Education, but the students are not required to report this information on their application forms.
- The third issue is how to move from one system to the next—what is feasible in the long run and what should be done in the short run. The feasibilities vary by the size and characteristics of the databases, e.g., the decennial census data versus sample survey data. It may be possible, in a large database, to report on all of the possible combinations of race and ethnicity that can be derived from the new standard; however, in smaller databases, to protect confidentiality and to assume statistical reliability, agencies will not be able to report that level of detail. Situations will also vary depending on whether it is a sample survey or an administrative record collection.

Dr. Griffith said her subcommittee is dealing with the above problems and continuing to examine the legislative, administrative, policy, and statistical uses of the data by the Federal, state, and local governments as well as other users. She said the task for her subcommittee is complicated and daunting.

Dr. Tucker said between July and October of this year [1997] his committee gathered both the policy and statistical groups (mostly with agencies that deal with program legislation) and tried to deal with as many issues as possible to derive some preliminary guidance for racial and ethnic data tabulation. These decisions were published in the *Federal Register* notice in October 30, 1997. The Committee advised the agencies to look at the full detail distribution of the racial and ethnic categories. Mr. Tucker believed that the new standard will provide more information about more people and will be useful in the long run for policy and other purposes. In addition, his committee suggested two possibilities for reducing this very large number of categories—(1) by keeping the ones that do not violate confidentiality standards and collapsing the remaining combinations and (2) assign to multiple individual race categories those people who identified with more than one race. He noted that the committee is only trying to address the needs of the program and policy agencies. There was not enough time to study the needs for those who are following social and economic trends using statistical analyses.

However, since the October *Federal Register* notice, additional agencies have joined Dr. Griffith's and Dr. Tucker's committees and a third group has been formed. The third committee will be looking at issues of question wording, instructions, and training for field data collectors.

Dr. Tucker's statistical group is focusing on technical issues such as measuring change over time (discontinuity). The group is concerned about the effects of the changing methods on the data as opposed to what is actually happening in the society. It is trying to separate the "true" change and "methodologically-induced" change. The group is also concerned with some of the properties of statistical tabulations including measures of distributional properties such as variance and estimation. He noted that his committee would make sure that whatever method of tabulation is introduced for racial and ethnic data, it is technically sound, can be defended on technical grounds, and is appropriately applied; it is also necessary to explain to the general public the methods that are chosen. Finally, the guidelines for tabulations can be implemented by a variety of users—those who have a great deal of technical knowledge as well as those who have less technical knowledge. Dr. Tucker said his committee is trying to come up with a balanced methodology that will satisfy the greatest number of people and will make sure that the merits of its technical decisions are sound.

Mr. Zunigha of the American Indian and Alaska Native (AIAN) Populations Committee said the Bureau reported yesterday that it will have a database maintained on an Intranet for its regional and field offices throughout the Census 2000 process; he asked who would be managing that database and if that information would be integrated into the Office of Management and Budget's database. Dr. Riche clarified that it was not a racial and ethnic database but the Master Activity Schedule for Census 2000 that measures progress for all decennial census activities.

Dr. Hill of the African American (AA) Population Committee said, with respect to the racial and ethnic data tabulation plans, the Census Advisory Committee on African American Population was concerned about the use of these data for voting rights and other programmatic uses. It was

not clear to him what Office of Management and Budget was considering to do for voting rights for which there is no mandate for multiracial groups; how it will provide data for voting rights. He asked Mr. Ishimaru to give the Department of Justice's position.

Mr. Ishimaru said the Department of Justice is looking for a complete, accurate, and reliable set of data that it can use to determine whether voting districts in voting rights cases have been drawn fairly without racial discrimination. However, the department is concerned about lost information when people check multiple categories. He is interested in seeing how the numbers come out using the new procedure. He noted that, during the test runs, for most racial and ethnic groups the new procedure had no adverse impact on the resulting data; however, there was an adverse impact on the Asian and American Indian groups that concerned him.

Dr. Hill said preservation of full detail with all the permutations is not necessary for voting rights, and multiracial groups are not needed for programmatic purposes. He asked what guidance the Department of Justice was giving when the full details of racial and ethnic data were not necessary.

Mr. Ishimaru said the courts have set out a framework over the years that for voting purposes the Department of Justice should look at the racial groups that have suffered from racial discrimination. For this purpose, the Department will look at the detailed data to determine the impact on certain groups, some members of which have chosen to mark multiple race categories.

Dr. Jojola (AIAN), following up on Mr. Ishimaru's comment on how a multiple race category would adversely affect the American Indian population count, asked what sort of input the Office of Management and Budget and the Department of Justice was getting from the public on this issue and how they were trying to resolve this problem.

Ms. Wallman said they were looking at results from limited earlier research in terms of the impact on counts for specific population groups. She added that the participants in the Interagency Committee working group on tabulation represented agencies that administer programs for the American Indian population and, therefore, the needs for those programs are very explicitly being recognized. Dr. Griffith added that the Bureau of Indian Affairs and other agencies are represented in her committee. However, she said the way people are identified for certain programs is not self identification as used in the statistical system; those agencies accept the tribal designation whether or not the person declares himself/herself a member of that group.

Dr. Riche asked if Dr. Griffith was saying that data would be used from the box that people can use on the census questionnaire that allows people to specify their tribe. Dr. Griffith said no; tribes have their own legal definition of membership. However, theoretically a person could check the box to say he/she is a member of an American Indian tribe and also mark "White" on the census questionnaire. But, for the purpose of tribal membership, responses on a census questionnaire are irrelevant. She noted that the rules vary from one tribe to another. Dr. Riche asked if the tribes provide their own counts to the agencies that provide services. Dr. Griffith said the counts come from the census data, but she was talking about administration of programs and for determining whether or not an individual is eligible for a program. Dr. Riche asked if the census was relevant for programmatic purposes. Dr. Griffith said for eligibility within a program, census information was not relevant. Dr. Riche asked: "where did the counts come from?" The counts of

program participants derive from specific programmatic administrative records. The counts of persons in the population derive from the census.

Mr. Zunigha (AIAN) said he was not aware of any interaction between the Bureau of Indian Affairs or the tribal governments to reconcile the population count with official tribal enrollment counts.

In reference to the relevance of the census counts, Ms. Wallman said the data from the census give a general idea of the size of populations eligible for particular programs. Mr. Zunigha added that often it affects urban programs and other areas that are not served by tribal governments.

Dr. Agrawal of the Asian and Pacific Islander (API) Populations Committee said it would be useful for the Committees to get more detail on how the Office of Management and Budget's committees are dealing with these issues and how the data are being used currently. It will then be easier for the Census Bureau's Race and Ethnic Committees to provide suggestions.

Ms. Wallman said the Office of Management and Budget is developing a document of the type Dr. Agrawal was asking for and she would see that the Committees receive a copy soon. Dr. Riche said the next presentation on implementing Office of Management and Budget's guidelines on the tabulation of racial and ethnic data might help the Committees, too. Dr. Agrawal asked if the Committees could have an interactive process with the Office of Management and Budget in developing the guidelines. Ms. Wallman said that would be possible.

Dr. Snipp (AIAN) said there was a significant mismatch between the tribal enrollment numbers and census numbers. But, the census numbers are important for programs administered by various agencies for the urban Indian population. He asked if Office of Management and Budget had contemplated the temptation it is going to create for institutions like universities that are going to report the numbers of minority students particularly in terms of fellowships. For example, if five students checked two race categories each, Dr. Snipp said the university could report that they awarded fellowships to 10 students instead of five.

Dr. Tucker said the Office of Management and Budget committees were working with the Department of Education to deal with this issue by providing guidelines that will go down to the state and local levels and to the universities. He emphasized that the Office of Management and Budget will be working not only with Federal agencies but also with private industries helping them with the guidelines.

Ms. Apoliona (API) asked for comments on the rationale in amending the Office of Management and Budget directive to include Central and South American Indians in the American Indian category and if it would be a plus or a problem for Census 2000 counts. She also wanted to know what rationale was used in the Office of Management and Budget's final decision on the Hawaiian and Pacific Islander category, because the decision did not follow the recommendations of the Interagency Committee or of the Hawaiian communities that responded to the Office of Management and Budget's *Federal Register* notice of July 9, 1997.

Dr. Tucker said the Interagency Committee found that the number of the South and Central American Indians reported in the last census was less than 20,000. The definition in the previous

standard was that these numbers would include North America (i.e., Canada and the United States); however, it was pointed out to the Interagency Committee that Mexico and Central America were parts of North America. He explained that Canada was included because there are tribes that exist on both sides of the border and there has been movement among them historically. Dr. Snipp (AIAN) pointed out that tribes historically existed on both sides of the Mexican and United States borders and they move back and forth, too. Dr. Tucker said the previous decision to include only Canada and the United States probably was to avoid complications of dealing with boundaries between South and Central America.

Dr. Tucker said the decision to split Asian and Pacific Islanders into Asian and Native Hawaiian and Pacific Islanders was based both on the research that was done as well as the public comments the Interagency Committee received. The Committee found that there were a number of databases in which it was not possible to disentangle the Native Hawaiians from Asians; so, there was a data need. He added that the Committee examined the socioeconomic characteristics of the Native Hawaiian population which fell somewhere between the American Indian and Alaska Native and Asian populations; there was a bigger disparity between the Asians and Native Hawaiians. Mr. Tucker said it appeared to the Committee that it was important to split this category for analytical and program needs.

Mr. Chávez of the Hispanic (HISP) Populations Committee asked Mr. Ishimaru if the Department of Justice will formulate a position on how the public law (P.L.94-171) data should be tabulated. Mr. Ishimaru said they are discussing this issue with the members of the Interagency Committee and will make a decision sometime during this process. Mr. Chávez asked if the Department of Justice had made a decision yet. Mr. Ishimaru said the Department has not come to a final conclusion yet; however, it would help the Department to have a full range of detail in the racial and ethnic data for redistricting. Mr. Chávez asked if that would simplify or complicate the redistricting process at local level. Mr. Ishimaru said that would depend on the local areas—it may not have any impact in some districts and may have in others; however, without the details it may not be possible to make intelligent choices. Mr. Chávez asked if the Department of Justice was considering having the public law data tabulated with all these details. Mr. Ishimaru said that issue was on the table. Ms. Wallman pointed out that the October 30, 1997, announcement in the *Federal Register* indicated that the recommendation was to have the full detail available. She added that no more action needed to be taken on that specific matter; however, it would seem to her that for a particular application the Department of Justice might wish to collapse information in a particular way in pursuing a particular case.

Mr. Richardson (AIAN) asked if there will be any type of disclosure to the citizens of the United States in terms of the impact of checking more than one race category. Dr. Riche asked him to discuss that during the next session when Dr. del Pinal will make a presentation on tabulation of racial and ethnic data.

Ms. Ahhaitty (AIAN) felt that it was really important to separate the two issues of tribal enrollment counts and census counts. She noted that, with welfare reform, the numbers and financial bases of the tribes will be dependent upon the census numbers. She also was concerned with the answer she heard earlier on adding Central and South American Indians to the American Indian and Alaska Native category which was in direct contrast to the recommendation that have been made by this Committee (i.e., the Census Advisory Committees on African American, American Indian and Alaska Native, Asian and Pacific Islander, and Hispanic Populations). She

pointed out that because of a special treaty Canadian Indians had a different set of rights in the United States. Central and South American Indians were not included in that treaty for programmatic purposes. She believed that including those groups in the American Indian and Alaska Native category, however small they are, would really change the situation. She said it would have been good if there had been a dialogue with the American Indian groups before making the decision. She also expressed concerns about the composition of the Interagency Committee because she had not seen any American Indian individuals who are serving on it; it is always some other people discussing American Indian issues. Ms. Wallman reassured her that there are representatives from all of the agencies that Ms. Ahhaitty mentioned participating, not just from the Bureau of Indian Affairs, but also from the Indian Health Service, Department of Labor, and others.

### **Implementing OMB's Preliminary Guidance on Tabulation of Data on Race and Ethnicity in Data Products from the Dress Rehearsal**

Dr. del Pinal said that the Office of Management and Budget had adopted new standards for race and ethnic reporting which resulted in the following changes for the Census 2000 questionnaire following the recommendations made by Office of Management and Budget's Interagency Committee:

- The Hispanic-origin question would come before the race question.
- The identifier "Latino" would be incorporated into the Census 2000 questionnaire.
- Respondents choosing "other Hispanic" would be able to write-in a specific Hispanic group.
- The identifiers "Black," "African American," and "Negro" would be included in the race question.
- The identifier "American Indian" would be spelled-out.
- The Asian category would be alphabetized.
- A separate Native Hawaiian/Pacific Islander category and a write-in box would be included.
- Most importantly, respondents will be allowed to select more than one race category in the race item. As in the past, the census questionnaire will include an "Other Race" category with a write-in box.

According to a directive from Office of Management and Budget, Federal agencies and the Census Bureau should show as much detailed information on race and ethnicity as possible. However, this detail must be tempered with the need for confidentiality and data quality. The overriding objective of Office of Management and Budget's directive is that the Bureau should provide an informative and accurate body of data. The Bureau will use this directive as the basis for developing its data products following Census 2000.

Public Law (PL) 94-171 redistricting file is one of the Census Bureau's data products. At present, this file has six race categories (White, African American/Black, American Indian/Alaska



Native, Asian, Pacific Islander/Native Hawaiian). "Other Race" also is available, since there are always respondents who do not identify with one of the categories listed on the census questionnaire. It is expected that fewer respondents will be choosing the "Other Race" category, because Hispanics can now check multiple race responses and the Hispanic-origin item will precede the race item.

As a result of allowing respondents to select one or more of the six categories, there are 63 combinations of these race combinations that will appear on the PL-94-171 file, and these need to be tabulated by four population groups. These groups are the total population, the total non-Hispanic population, the population 18 and over, and the non-Hispanic population 18 and over.

However, the race question allows a respondent to mark one or more of 15 categories. This could result in as many as 32,000 possible respondent combinations. In addition, there are three write-in areas from which up to two responses will be captured per write-in box. This number of possible response combinations will need to be presented by the Bureau in some format. The use of the Data Access and Dissemination System will provide the flexibility required to handle this data on the Internet. Users will be able to specify requirements for their own customized tabulations or they can utilize tabulations the Bureau includes within its data products. The Bureau also will offer flexibility in how the data user can disseminate census information. Users can request census data on a spreadsheet, CD-ROM, or have the information electronically mailed.

In comparison to the data products available following the 1990 census, Census 2000 will offer fewer data products. There will be less detailed content (for example, not all occupational codes will be included in standard data products) and characteristics will be shown for just the "major" race groups and geographical regions, however; the term "major" has yet to be defined. Some totals will be shown for detailed race and Hispanic origin groups.

The Bureau needs to determine what printed, electronic, and Internet products will be produced. The Data Access and Dissemination System will offer a number of the data products previously available in print. These include predefined tables and files like the Public Law-94-171 file. The Bureau is interested in the Committees opinion on what groups should be included in the data products for the "major" race categories. The Committees also should offer suggestions for displaying detail on the ethnic and racial groups in other Census Bureau products.

Ms. Thompson asked if the Equal Employment Opportunity Special Files will be included in the list of Census 2000 products. Dr. del Pinal said he was not aware of a decision having been made regarding these files.

Dr. Riche said that the overall goal for Census Bureau products is maximum flexibility and minimum predefinition. Data Access and Dissemination will help meet everyone's needs, allowing people to define their own tabulations.

Dr. Chapa asked if there was a legal mandate for public law file and Equal Employment Opportunity file tabulations. Ms. Schneider said that she did not believe these tabulations were legally mandated.

Dr. Hill asked if students identifying as both Black and American Indian would be represented in tabulations for both Black *and* American Indians?

Dr. del Pinal said that Office of Management and Budget would be providing further guidance as to how multiple responses should be tabulated. For the standard products, these students would be represented in a "Black and American Indian" category.

Dr. Hill said that currently the computer systems most universities maintain have difficulty recording just the affirmative action categories. He questioned the ability for these computers to handle 32,000 categories. For most users, this amount of information will not be necessary. He was concerned whether guidance would be offered to those users who want to aggregate these details to more useable categories. He added that the Census Bureau does have some responsibility to present information in a more convenient and cost-effective manner for the users.

Dr. del Pinal said that any one of the 32,000 categories could be accessed through Data Access and Dissemination. However, for the standard tables, decisions will have to be made on how to aggregate the detail from all the categories into more widely used products.

Dr. Riche reiterated that the Census Bureau wants to reduce the number of products produced and rely more heavily upon the availability of the same information from Data Access and Dissemination. The Bureau does not want to make product decisions without input from the Committees.

Dr. Agrawal said he hoped the Census Bureau would not compromise on the details. He believed the Bureau has a responsibility to collect data and provide information to every user that could potentially exist on earth.

Dr. del Pinal said that detail would be available as long as confidentiality did not become an issue. With the amount on data being collected, there are simply too many possibilities for data products. The Bureau will produce products that are most important to a variety of populations and geographic areas. The remaining data will be made available through Data Access and Dissemination.

Mr. Chavez asked if the Bureau was looking for a recommendation on how to collapse the public law data. He asked who would provide guidance for how those data would be used for redistricting and determining minority percentages within voting districts?

Dr. Riche said that the Bureau did not intend to make changes to the data collected for the public law files. She added that the Department of Justice would be responsible for providing guidance for the use of data concerning redistricting issues.

Mr. Hill asked who was guiding the Department of Justice. If it is solely responsible for providing guidance, will it be responsive to suggestions from the Committees? Mr. Turner said that any suggestions the Committees have regarding public law file guidance and redistricting should be directed to Stewart Ishimaru. He will present these recommendations to officials at the Department of Justice.

Ms. Le suggested that a process be defined to establish what information should be included in the data products. There are certain data products that could be misrepresented by data users.

### **A Preview of the Census Bureau's Data Access and Dissemination System**

Ms. Brady presented a slide show on the Data Access and Dissemination System. The slide show replicated the document "DADS: Data Access and Dissemination System," which the Committees had received earlier. Following this presentation, the Committees viewed a live demonstration of some of the features of the Data Access and Dissemination system. These features included—

- A guide tool, which allows the user to choose a topic for further discussion from the Data Access and Dissemination instructional library.
- A browse tool, allowing the user to find general information on a wide range of subjects to which links were provided for more detail.
- An ability to create a query to search for specific data.
- An ability to search by geographic area using a "point-and-click" map of the United States.

Following the demonstration, Dr. Chapa of the Hispanic Committee (HISP) asked if there were any questions for Ms. Wallman or Dr. Tucker—the previous presentation's speakers.

Dr. Hill of the African American Committee (AA) wanted to followup on the example Dr. Snipp of the American Indian and Alaska Native Committee (AIAN) had given of the five college students who said they were African American and American Indian. What guidance will be given to prevent inflated counting of these cases as 10 scholarships or for affirmative action purposes?

Ms. Wallman responded that the answer to Dr. Hill's question was still under development. New standards will be phased in over a multi-year period. Suggestions have been made that the current system be extended for one year while the guidelines are being developed.

The education programs and others ultimately have the responsibility for responsibly using the standard, whether it is the old standard or new standard. These institutions will have to be part of the process for developing and successfully implementing the guidelines.

Dr. Hill asked who questions should be addressed to pertaining to such situations or those concerning redistricting. Ms. Wallman responded that she would like to have any suggestions or concerns addressed to her or the other members of the team she introduced during the earlier session.

Dr. Chapa said that it is important to have historical tabulations that are the same as previous tabulations.

Dr. Hill asked what kind of computer capacity there was to handle the 32,000 combinations of racial categories following the tabulation of multiple responses.

Ms. Wallman said she believed that the 32,000 combination was related to the decennial census only.

Dr. Harrison said that he could not conceive any situation in which the Bureau would want to construct a matrix to allow for the 32,000 cells. Most likely, census files would allow users to construct any one of the 32,000 variables for themselves. It would not be advisable for the Bureau to construct all these variables itself. Most users will want a cell within the matrix, but not the entire matrix.

Dr. Hill asked each of the Committees to appoint one or two people who could help test the Data Access and Dissemination system. Volunteers should let Ms. Brady know of their willingness to participate in the Data Access and Dissemination tests.

### **How Can Local Organizations and Local Officials Identify Service Locations Needed to Conduct the Service-Based Enumeration?**

Ms. Smith discussed her paper on the Bureau's Service-Based Enumeration program. The goal of this program is to include in Census 2000 people without housing who may be missed in the traditional enumeration of housing units and group quarters. Service-based enumeration is the Bureau's primary program to include people without housing in Census 2000. In addition, the Bureau will enumerate people without a usual residence through the Be Counted Program. People without a usual residence who believe they were not enumerated for any reason may complete a Be Counted questionnaire. The presentation covered the major features of the Service-Based Enumeration program, the strategies used in tests in 1995 and 1996, and the agency's plans for the Census 2000 Dress Rehearsal and Census 2000.

Ms. Ahhaitty (American Indian and Alaska Native, AIAN) said a discussant from each Committee—Mr. Waddell (African American, AA), Ms. Chin (Asian and Pacific Islander, API), Dr. Lucero (Hispanic, HISP), and herself would respond to the presentation. Then the other members of the Committees could question Ms. Smith or the discussants.

Mr. Waddell, formerly with the Charlotte, NC Regional Office, discussed his experience with Shelter and Street Night (S-Night) during the 1990 census. Since 1990, and particularly in the South, cities have become more sensitive to the needs of people who are homeless. There are many more organizations and government agencies involved with homeless people, and these groups are much better organized than they were 10 years ago. Thus, any Bureau program designed to reach this population segment must involve these organizations as they exist today rather than relying mainly on those existing in 1990. Locally administered food banks and clothing banks are two types of organizations which could help the Bureau reach people who are homeless. However, the agency needs to be involved with these programs on an on-going basis. Otherwise, the program will be just another superficial Government operation trying to get something from the displaced populations then disappear for another 10 years. Also, the program needs to be tailored to each of the regions. In the South, many of the people without housing are migrant workers, who need to be approached differently than those in the urban areas.

Ms. Chin agreed with Mr. Waddell's assertion that the program needs to start early and be of longer duration to be effective. The organizations, the volunteers, and the resources are there, but the Bureau needs to do a better job of mobilizing early on. In addition to the Service-Based Enumeration Program, the agency also needs to emphasize its Be Counted Program. Many of the Asians living in urban areas, while not homeless, are renting bed space and spend very little time

in these dwellings. These populations need to be reached at the organizations and events they frequent when not at work.

Dr. Lucero said the Bureau's list of service locations, resulting from its contacts with the service providers, should be a useful tool for reaching the homeless populations. As Mr. Waddell indicated, a myriad of providers and organizations dealing with homeless people has been evolving since 1990. The Bureau needs to be receptive to what these groups have to say, learn as much as it can from them, and be innovative in its approach to these populations. It is important that the program function as well in the regions as it does at the national level. In 1990, the Bureau was involved with the United Way nationally, but this involvement did not filter down to the Denver Regional Office. For Census 2000, the Community Partnership Specialists in the Regional Census Centers will be critical to the success of the Service-Based Enumeration program.

Ms. Ahhiatt mentioned her employment with the County of Los Angeles Department of Mental Health. In the Los Angeles area, the mentally ill make up the largest segment of the homeless population. Typically, this population group is not concentrated in any particular location, but is scattered throughout the County. The service providers, however, have developed comprehensive lists of centers serving homeless people. There will not be a problem in enlisting the aid of these centers because they are well organized and realize that one of their biggest needs is access to more data, which means more money for their programs. There will be a problem, however, reaching people without housing in the rural areas and on the reservations. Homeless people in these areas are not as visible and the service providers are not as well organized. On the Indian reservations, the people without housing frequently live temporarily with friends, going from one dwelling to another as best they can. This situation presents a confidentiality problem for the Bureau, which will find it difficult to convince respondents that this information will not be revealed to other Government agencies. Even in Alaska, where homelessness was largely unheard of in the past, the problem is growing. To reach this population, the Bureau will have to learn more about the problem in the Alaska Native Areas and respond to a new set of needs. Ms. Ahhiatt then turned the discussion over to the other members of the Committees.

Ms. Le (API) said the Bureau also should consult with state government agencies to obtain information on service providers, especially regarding mental health institutions and shelters for battered women. Ms. Smith referred to the McKinney Homeless Assistance Act, which designates a state coordinator responsible for these programs, with which the Bureau would be working during Census 2000. Those persons confined to mental institutions, however, would be enumerated according to procedures for group quarters rather than service-based providers.

Mr. Zunigha (AIAN) asked if the Bureau was concerned about the enumerators' security in the areas where homeless people live. Had security been a problem in 1990, and was the agency doing anything about it for Census 2000? Ms. Smith said there was a security concern in 1990, and new concerns for 2000. One difference, however, was that in 1990, the street component of the enumeration was conducted late at night, whereas the plan for Census 2000 is to conduct the enumeration with the service providers during the day or the early evening. As in 1990, "gatekeepers" will be used to go with enumerators in areas for which there is a safety concern. Ms. Ahhiatt said the late-night enumerations in Los Angeles for the 1990 census were conducted by teams, but were frightening nevertheless. Also, it made sense to enumerate in the day or early evening, since few people were at any location late at night.

## **Committee Concurrent Sessions**

### **Committee Concurrent Sessions (AA)**

Dr. Hill introduced two new members of the African American (AA) Committee—Dr. Johnson and Ms. Powers. Messrs. Waddell and Scott, the AA Committee Liaison, also were present. Bureau resource persons included Dr. Meyers and Mr. Raines and Mss. Becker, Marks, and Potok. Dr. Hill also introduced Ms. Hamilton-Outtz, whom the Director recently appointed as a consultant.

Ms. Hamilton-Outtz said Dr. Riche had asked her to develop programs aimed at bridging the gap between the Bureau and African American communities. In response to a letter from representative McDonnell asking the Bureau to convene a meeting of national African American organizations, Ms. Hamilton-Outtz is serving as ombudsman between Bureau and congressional staff in scheduling and defining the scope of this meeting. Input from the AA Committee concerning the meeting and overall outreach to the African American communities would be appreciated. Mr. Waddell said it was important that those attending this meeting of African American organizations be allowed to have meaningful input into the Bureau's decision-making process. Otherwise, these organizations would be reduced to the role of cheerleaders for decisions already made. Dr. Hill added that AA Committee members and African American members of the Census 2000 Committee should be consulted about this meeting.

Ms. Powers suggested the use of broker organizations to promote the meeting's message to the African American groups and asked whether funding was in place to sponsor a series of regional meetings around the country. Ms. Hamilton-Outtz said the Bureau had not yet allocated funding for the overall program, although a travel budget had been established. The Director had indicated a willingness to travel to various locations and speak before different groups, but regionalization was probably the next stage in the program's development. The first stage would consist of a meeting in Washington, DC, either at the Department of Commerce or on Capitol Hill. Mr. Waddell agreed that regionalization was crucial to the success of any outreach program; if funding were available, the meeting should be extended to include the regions. His outreach experience during the 1990 census indicated that many program needs were unique to the areas covered by the Census Bureau's regional offices and should be addressed separately.

Dr. Johnson suggested that the Bureau involve the Congressional Black Caucus in its proposed meeting of African American community organizations. Many of the organizations discussed so far also should be involved but, nevertheless, remained anonymous to the majority of African Americans. More people, however, do know who their congressional representatives; the agency should make use of this resource. Mr. Waddell agreed; many of these organizations are planning their meetings now for next year, so members of the Black Caucus should be involved as soon as possible.

Ms. Hamilton-Outtz said that the Bureau would be using several approaches in its outreach to the African American communities, and that the agency was willing to consider both national and regional approaches. Ms. Powers agreed that the Bureau should have more than one means of outreach and expressed concern that programs targeting Black youths be included in the mix. Ms. Hamilton-Outtz said the Bureau was open to any suggestions African American Committee

members may have for targeting this segment of the population. Mr. Waddell and Dr. Hill suggested that Ms. Powers, who is from the Washington, DC area, serve as liaison between the AA Committee and Ms. Hamilton-Outtz, and Ms. Powers accepted this role.

Dr. Meyers discussed the contract that the Bureau had awarded to Young and Rubicam, now the primary contractor for the paid advertising program for Census 2000. Of the 13 contract bidders, the Bureau wanted to know two things—(1) how they would use the \$100 million contract award and (2) who would be the subcontractors and their functions. The Bureau required the final four bidders to give oral presentations explaining why their organization should be awarded the contract. Young and Rubicam already had chosen their subcontractors, who also were present for the oral presentation.

After the contract was awarded, personnel from Young and Rubicam made another presentation to Bureau staff at a town meeting. Both the meeting and the oral presentation were taped and made into a single video, which is now available. Young and Rubicam now is testing prototype advertising campaigns in each of the three Census 2000 Dress Rehearsal sites. The Bureau will be inviting members of the Census Advisory Committees to be among the participants in focus groups at the agency in January to evaluate these three campaigns.

Mr. Waddell asked if funds were available for Committee members to participate in the January focus groups. Dr. Hill asked how many would be chosen from each of the Committees. Mr. Meyers replied that funds were available for the participation of two members from each Committee. Ms. Marks said that the outside liaisons for each of the Committees would be involved in the selection process. In response to a question from Mr. Waddell, Dr. Hill said the AA Committee's two selections would be made before the conclusion of the meeting.

Dr. Johnson expressed some concern about how the public would perceive the paid advertising program, given that the 1990 program and those for previous censuses had been pro bono. Dr. Meyers stated that the pro bono programs of the past had been good campaigns, but said that they had not reached their intended audiences, which was why the Bureau was relying on paid advertising for Census 2000. The agency, however, shared the concern about public perception, but there was no other way to reach the hard-to-enumerate populations.

Ms. Powers asked if AA Committee members would be privy to the decision-making process of Young and Rubicam and its subcontractors as it pertained to the African American community. Also, did the contractor have a long-term plan, and was it available for inspection by Committee members? Dr. Meyers said Committee members could provide input to Young and Rubicam, but they needed to go through the Bureau. The contractor would be making its strategic plan available to the public, but probably not until after the Census 200 Dress Rehearsal.

Dr. Hill pointed out to the new members of the AA Committee that one of the long-standing issues that the Committee had raised with the Bureau was minority staffing at the agency. There were materials in the members' packets providing data on this staffing, and Mr. Raines and Ms. Potok were available to discuss and answer questions regarding the current status of minority staffing at the Bureau. Mr. Raines said hiring for Census 2000 would be coordinated out of the Regional Census Centers, so the Bureau's first priority was to staff the positions in these centers, which it was doing right now. Then the emphasis would be on the approximately 520 Local Census Offices, which would be administered out of the Regional Census Centers. Also, there would be

staffing for the three Census 2000 Dress Rehearsal sites as well as 382 rural address listing operations for which the Bureau would be hiring. Mr. Waddell said his field experience indicated that staffing the Regional Census Centers with competent staff who were attuned to minority concerns would be the most crucial aspect determining the racial and ethnic mix of the 520 Local Census Offices.

Mr. Raines discussed the current race and ethnic breakdowns for management positions in the field. For upper-level management (Grades 14-15), 57 percent are White, 19 percent African American, 19 percent Hispanic, and 3.8 percent Asian and Pacific Islander. For middle management (Grade 13), 70.4 percent are White, 14.8 percent African American, and 3.7 percent Hispanic, Asian and Pacific Islander, and American Indian and Alaska Native, respectively.

Ms. Potok discussed recent developments regarding minority staffing at Bureau headquarters. The agency's Diversity Council recently established a mentoring program in which about 30 mentees are paired with the same number of mentors. This program has considerable advancement potential for minority staff already in place at the Bureau, since oftentimes a person just needs a little guidance and to be pointed in the right direction. The Department of Commerce has revived its Candidate Development Program for the Senior Executive Service, which is helpful for those at the Grade-15 level who want to advance to the executive management level. This year, the Bureau was able to place two of its staff in this program: one was a White male and the other an African American female. Also, the Bureau is currently negotiating with the Department of Commerce to include its regional directors in the Senior Executive Service category. Recruiting at the Bureau, however, is at a critical juncture because the agency has not been able to bring in new staff for several years during the hiring freeze. Many new minority recruits are needed to replenish the pipeline to supply the management positions in the future, and the Bureau needs the Committee's assistance in this recruitment effort. Mr. Raines added that the Bureau was currently recruiting approximately 185 partnership specialists for fiscal year 1998 and would probably need to recruit the same number for fiscal year 1999. Mr. Waddell said that these positions were very good jobs and that position descriptions were available. In response to Dr. Hill's request, Mr. Raines said the African American Committee members would be provided with copies of these position descriptions before the end of the meeting.

Ms. Potok pointed out that many of the positions for which the Bureau was recruiting were not decennial positions and these should be advertised as well. Ms. Powers said the Bureau also should advertise any intern programs it may have for its new recruits. In response to Dr. Hill's request, Ms. Potok said information on these programs would be provided as well.

Dr. Hill reminded members that in the previous concurrent session they had selected Ms. Powers to be the African American (AA) Committee's liaison with Ms. Hamilton-Outtz regarding the meeting between African American organizations and congressional staff concerning Census 2000 related issues. He then appointed, with her consent and members' approval, Dr. Johnson to be the liaison with the Bureau committee overseeing Young and Rubicam's administration of the paid-advertising program. Ms. Harley indicated she would inform Mr. Sparks of Dr. Johnson's appointment.

Mr. Waddell suggested that Ms. Powers, who lives in the Washington, DC area, be made an alternate liaison to Dr. Johnson. If for any reason transportation funds (or Dr. Johnson) were not available, Ms. Powers would still be able to represent the African American Committee at



Bureau meetings regarding the paid advertising campaign. Ms. Powers consented with the unanimous approval of Committee members. Dr. Hill reminded members that Mr. Waddell would begin his chairmanship of the AA Committee at the next meeting in June. Ms. Harley added that the Committee would need to elect a new chairperson elect at that meeting.

Dr. Johnson asked if it would be possible for AA Committee members to have group discussions between meetings via conference calls. Ms. Harley said if Bureau staff were on-line during a conference call, that would constitute a Census Advisory Committee meeting and would have to be announced in the Federal Register. The Bureau, however, would be willing to assist the AA Committee by arranging for a conference call in which none of its staff participated. Mr. Waddell supposed that Committee members would have to pay for the call, but Ms. Harley said she would inquire whether agency funds might be available for that purpose.

Dr. Hill asked members for their opinions about the advertising video shown during the previous session and its portrayal of young, urban African American males. Dr. Johnson, Mr. Waddell, and Ms. Powers respectively said the video presented the wrong image of these males, was insulting and demeaning, and needed to be recast with more-positive role models, such as those used by the National Urban League in its video materials. Dr. Hill said the AA Committee needed to express these criticisms to the Bureau in the form of a recommendation. Ms. Hamilton-Outtz, while agreeing with the members' assessments, pointed out that the intent of the video may have been to target a specific segment of the African American population. Mr. Waddell said the recommendation should be critical of the imagery of African Americans portrayed by the video, rather than its focus on a particular target audience. Dr. Hill agreed to write the recommendation.

Mr. Waddell volunteered to write a draft recommendation supporting the Bureau's request that the Department of Commerce agree to reclassify the regional office directors as Senior Executive Service. Ms. Powers asked if a strategic plan existed or planning documents were available that described the Bureau's overall outreach strategy and the partnership program. Ms. August said the partnership plan, which Dr. Meyers had discussed at the previous session, was available and its focus was national. Other plans focusing on the regions would be available soon. Dr. Hill said the AA Committee should recommend that the Bureau have a strategic plan for its outreach and partnership programs.

Dr. Johnson asked if the Committee member's responsibility was national or regional in scope. Mr. Waddell and Dr. Hill said it was both, since members shared their expertise and made recommendations dealing with national issues, but also were more aware of the issues affecting their localities.

Mr. Waddell said the AA Committee should recommend that it have input whenever the Chief of the Field Division's position was to be filled. Directors and others may come and go, but this position was crucial and one of the few that ensured continuity of the Bureau's programs and the successful administration of its censuses. It was vitally important that the person occupying this position have experience in the field with the regional offices. In response to Dr. Hill's request, Mr. Waddell agreed to write the recommendation.

Mr. Waddell said a recommendation also should be made concerning the Monitoring Board for Census 2000. After discussing the make-up of this Monitoring Board and its qualifications for membership, AA Committee members suggested two names, Eddie Williams and Yvonne

Scruggs, as potential nominees. (For a list of Committee recommendations and Census Bureau Responses, see Appendix A.)

In the discussion concerning the other six recommendations, Mr. Waddell voiced the AA Committee's continued exasperation with the status of minority hiring and promotions at the Bureau. The latest set of figures that the agency provided in response to the Committee's request at the last meeting merely underscored the frustration the members felt over the continued failure to resolve this issue. Many well-qualified Bureau staff who had made numerous presentations and served as resource persons at the Census Advisory Committee meetings over the years continued to be overlooked for promotion. In fact, one could question whether those being overlooked may have raised the same issue with their superiors and were being held back as a consequence. Dr. Hill asked how else the Committee could address this issue, since it had been asking the Bureau for these numbers for over 5 years without satisfactory improvement in status of minority staff at the agency. Mr. Waddell said the lack of progress on this issue could cause members to lose their commitment to the Committee's task, consider seeking remedies outside the agency, or even side with those opposed to the agency.

### **Committee Concurrent Sessions (AIAN)**

Dr. Jojola suggested the discussion of the Census Bureau's Internet activities be moved to later in the meeting and asked members for suggestions for the agenda. In comments, Ms. Worl said that the Committee should complete its consideration of staffing at both the Census Bureau and the Department of Commerce, while Ms. Ahhaitty urged the Committee to look at the Census Bureau's advertising contract before it adjourns. Dr. Snipp agreed that the Committee has to consider staffing issues, adding that members need more information about the statistical adjustment as well. Dr. Jojola indicated that he would like to hear what the Census Bureau plans to do with regard to the dress rehearsal at the Menominee Indian Reservation in Wisconsin, and at the Sacramento, CA, test site. He added that the members also need to review the Census Bureau's responses to the Committee's recommendations from the July meeting, and to develop recommendations on the geographic issues.

Ms. Worl commented that the Committee discussed the Census Bureau's staffing yesterday, but lacked information on the Census Bureau's overall staffing structure for American Indians. She had reread the President's policy statement and had looked at the Department of Commerce's policy regarding hiring, and noted that there are hiring directives that the Department and the Census Bureau are to fulfill. She is looking for more people "in the trenches," and suggested the Department of Commerce needs to have someone at the policy-making level to push the American Indian and Alaska Native agenda and provide an overall lead on policies in the Department. The Committee should develop a recommendation on implementing the publicly stated policies through the appointment of a senior official to deal with these matters at the Departmental level. There is a need for a senior level "desk" to implement the "government-to-government" policy at the Departmental level, and to address related issues. She said she has started to draft a formal resolution on this matter.

In response to a question by Dr. Snipp, Ms. Worl said she believed the "senior level" person should be someone at the assistant secretary (of Commerce) level, but that the delays attendant on the approval process at that level might mean any such appointment would be too late to do any good for Census 2000. In the interim, a Senior Executive Service appointment could be made to

get someone on the job immediately. Thereafter, the Department could work on a longer-term solution through the appointment of an assistant secretary with responsibility for implementing these policies.

Mr. Zunigha commented that the immediate need is for someone to coordinate the staffing of AIAN employees at the Department of Commerce and the Census Bureau, but that is not a Senior Executive Service job. A bigger task is the coordination of the 500 Indian governments and the Bureau's regional office operations. The Census Bureau needs an executive-level person to coordinate these activities, and to ensure that the field offices, regional offices, and so on are effectively recruiting AIAN staff, including the implementation of appropriate welfare reform measures that will help in hiring.

In reply to questions by Mr. Zunigha, Ms. Ahhaitty pointed out that the 1990 American Indian and Alaska Native advisory committee had recommended establishing a policy-level office at the Census Bureau responsible for these matters. The recommendation was accepted at the time, but has never been implemented. The question is what is practical with regard to changing and implementing policy? There also is the problem of timeliness; to improve things for Census 2000, someone has to be "on board" here and now.

Ms. Worl suggested the Committee recommend (1) the immediate appointment of a senior staff position to implement the government-to-government policy, (2) to develop and oversee the implementation of Census 2000, (3) to recruit American Indian staff, and (4) to represent the Department of Commerce on other issues relating to American Indians, such as economic development.

Dr. Jojola suggested the Committee needs to develop two recommendations, one concerning the senior-level American Indian and Alaska Native position at the Department of Commerce to uphold the government-to-government policies, and the second addressing the need for someone at the Census Bureau to coordinate the various American Indian and Alaska Native-related operations (including recruiting) within the agency.

In reply to a question by Ms. Worl, Ms. Ahhaitty said the Census Bureau made a commitment to create an Indian Policy Office in response to a 1990 American Indian and Alaska Native Committee recommendation. She did not think the Committee should urge the appointment of a specific person for that job.

Dr. Snipp pointed out that the Director has indicated that nearly half the Bureau's current senior-level staff will be retiring within the next 5 years. The Committee should consider who from the Bureau's permanent staff, may be positioned to take advantage of those vacancies.

Mr. Richardson wondered if a person at the executive staff level would really have an impact on the Bureau's policy making. He noted that certain people, such as the special assistants to the Secretary of Commerce, will be in a position to have great influence on policy. A career employee at the Bureau is in a different situation; "appointed" positions generally carry more weight in terms of influencing high-level policy than do career employees.

Ms. Ahhaitty added that the Committee also needs to have more information about the Bureau's staff. The statistics for the agency's workforce show a certain number of American Indian

and Alaska Native employees, but there is no information on whether those employees are really Indians, whether any have been promoted, and so on.

Ms. Darling said she is a permanent employee of the Bureau, and is the temporary coordinator for this Committee. There never has been an American Indian and Alaska Native senior staff person at the Census Bureau. She noted that members received copies of the Department of Commerce's policy and urged them to ask questions of Deputy Secretary Mallet when he joined the meeting. She noted that the Departmental policy paper originally was signed by the late Secretary Ron Brown in March 1995, and Secretary Brown had discussed the need for a policy office for American Indian and Alaska Native affairs at the Department of Commerce. She believed the new leadership at the Department needs guidance and help regarding its American Indian and Alaska Native policies and work. She added that these policies currently are being developed. A new written policy is being promulgated, but not all of its parts have been approved as yet. She said she will provide members with copies of the new policy.

Ms. Worl said she would like to add language to her recommendation to call for the "immediate" appointment of an American Indian and Alaska Native person in the office of the Secretary of Commerce, and at the Census Bureau, and to urge the Bureau to appoint tribal liaison officers to oversee Bureau/tribal government contacts before Census 2000.

Mr. Zunigha concurred, noting that the Department of Commerce appointment will be a political one, but that the Census Bureau coordinator should be a career employee.

Mr. Richardson asked to see data on the number of American Indian and Alaska Native employees at the Census Bureau, including their grade levels. He particularly wanted to know whether there were any American Indian and Alaska Native employees at the executive staff level, or whether there were any American Indian and Alaska Native special assistants to the Director, or to the Secretary of Commerce.

Replying to questions by Mr. Richardson, Ms. Darling said she had been a special assistant to the Secretary of the Interior for a specific project in the Office of Indian Trust. There was no permanent counterpart to her position, and there is no American Indian and Alaska Native Deputy Assistant Secretary concerned with American Indian and Alaska Native issues at the Department of Commerce. Many people at the Department of Commerce have responsibility for Indian programs within their different bureaus and offices. There has been an organizational change at the Department, and the Bureau's main point of contact is Mr. David Lane, in the Office of Policy and Strategic Planning. That office recently hired a person to focus on helping the Census Bureau respond to White House enquiries. The only American Indian and Alaska Native persons she knew who were special assistants were Roanne Robinson, a political appointee in the national telecommunications area at the Department of Commerce, and Joe Hardy, formerly at the Minority Business Development Agency, although he has been moved in the recent reorganization. There also is a non-American Indian and Alaska Native contact at the National Oceanic and Atmospheric Administration who runs National Oceanic and Atmospheric Administration's summer intern program. She noted that her knowledge in this area is fragmentary, but pointed out that there is not really a continual working relationship with most of the Departmental offices, except for Ms. Robinson and Mr. Hardy.

Mr. Rodgers expressed his concern that the Committee is looking at the long term for some appointments, but there is work that has to be done right now to implement the tribal liaison program. He suggested that the Committee ask the Bureau to reassign current staff for this purpose and to coordinate other American Indian and Alaska Native-related activities. Ms. Worl suggested adding language asking the Bureau to "immediately reassign" staff for these purposes.

Dr. Jojola read the amended recommendation, which called on (1) the Department of Commerce to appoint a special assistant to the Secretary of Commerce to oversee the implementation of the government-to-government policy within the Department; (2) the Census Bureau to reaffirm its commitment to develop an American Indian and Alaska Native policy office to oversee, coordinate, and organize its efforts with the 500 plus tribal governments, the regional office's, and the agency's other offices; and (3) the Census Bureau to appoint a coordinator by reassigning staff to oversee implementation of Census 2000 and to increase recruitment of American Indian and Alaska Native personnel.

The proposed recommendation was seconded and approved unanimously.

Mr. Moore reported that the Census 2000 Dress Rehearsal site in the Chicago region was the Menominee Indian Reservation in Wisconsin, and that the operation was going very well. He noted that the test site is a relatively small area that should not give the Bureau too many problems, and that the Chicago regional office staff has been working with the tribal chairman. The tribal government has established a number of complete count committees to help obtain the best possible count.

There are 2,039 housing units listed at the test site; the Reservation occupies virtually all of Menominee County (except for a few enclaves the tribe sold at one time or another). The entire field staff for the dress rehearsal was hired from the Reservation (33 people were tested and 18 were hired). The Bureau is setting up several Be Counted sites within the county, as well as questionnaire assistance locations. The greatest problem encountered so far involves identifying the physical locations of housing units (the staff has identified 25 discrepancies and these are being rechecked).

Responding to a question by Dr. Snipp, Mr. Moore said the Bureau selected the Menominee Reservation for the test from a list of possible sites compiled by the Committee and the Population Division. Each proposed site had a number of ranking factors to be considered, and the Menominee Reservation was not number one of the original list because of the relatively small number of housing units, and the comparative lack of remoteness of the site.

Dr. Snipp commented that he would have expected the test to go rather well, given the characteristics of the site; the housing is clustered, the roads are generally good, most of the site is managed forest. He pointed out that the Bureau will not run into many of the problems on the Menominee Reservation that it will encounter on other reservations.

Mr. Moore suggested the housing units were not as closely clustered as some would suggest, and that the maps the Bureau had to use of the area were not particularly good ones.

Mr. Rodgers noted that two methods of locating dwelling units were used in the 1996 tests at the Fort Hall and Acoma Reservations, and he asked which was employed in the Census 2000

Dress Rehearsal. Mr. Moore said the Census Bureau listed every housing unit it could locate, digitized that information to produce the maps it needed, and sent the maps to the tribal government for review. Problems with the maps were identified in that review, which helped locate housing units that had been missed or mislocated due to the lack of street boundaries.

Ms. Whitehouse said that at Fort Hall the Census Bureau mapped the Reservation independently, while at the Acoma site the agency used the 1990 census maps and address listings as a starting point. The evaluation of the 1996 test showed that it was more efficient to start the mapping process from scratch, as the changes from the last census were so extensive as to require major revisions in any case. Ms. Darling added that the Bureau had a lot of trouble digitizing the mapping information for the Acoma Reservation.

Dr. Jojola said decisions have to be made regarding several technical and policy areas to help the Bureau's geography staff design maps and other materials for Census 2000. He proposed the Committee designate a subcommittee to work with the Bureau's Geography Division to address the geographic issues affecting the census count in Indian country and to keep the full Committee updated on progress on those issues.

Mr. Rodgers suggested the Committee form several subcommittees to look at specific areas of particular interest to the members. Dr. Snipp added that it would be useful to have a subcommittee look at the Bureau's sampling plans. In response to a question by Mr. Zunigha, Ms. Darling said the best point of contact at the Bureau regarding statistical sampling would probably be the Decennial Statistical Studies Division.

Ms. Worl pointed out that establishing such subcommittees would give the Committee a chance to address several specific problems, and she recommended the members authorize the Chairman to establish such subcommittees and to appoint individual Committee members to those subcommittees to look at particular issues with the Census Bureau.

Dr. Jojola read the draft recommendation, in which the Committee called for the chairperson to establish subcommittees on census geography, statistical sampling, and "such other subcommittees as necessary," and authorized the chairperson to appoint the members of such subcommittees.

The motion was seconded and approved unanimously.

Dr. Jojola asked Messrs. Richardson and Rodgers, and Ms. Worl to serve as the geography subcommittee, and Dr. Snipp, Ms. Ahhaitty, and Mr. Nygaard to constitute the subcommittee on statistical sampling.

Dr. Jojola noted that several items still had to be addressed by the Committee, including the advertising contract, sampling and statistical adjustment, and the Sacramento Census 2000 Dress Rehearsal operation. Dr. Snipp suggested that the Committee cannot really address sampling without Census Bureau staff available to provide technical information. Ms. Ahhaitty commented that it is critical for the Committee to look at the Bureau's advertising contract. At the last meeting the Committee recommended that someone from the American Indian and Alaska Native Committee be present when the Indian advertising agency was selected, and the members asked Ms. Darling to look at the contract operation.

Ms. Worl said it is not necessary to go through the Bureau's entire selection process, but it is important for the Committee to look at the plans for the advertising campaign.

Ms. Darling reviewed the final stages of the Bureau's selection process. She said she attended the presentation by bidding firms in August; she did not know anything about the agencies that had applied, and cannot disclose any details of the four presentations she saw. However, only two of the firms had Indian-owned agencies associated with their plans. The Bureau selected Young & Rubicam as the prime contractor; Young & Rubicam will work with four subcontractors, including Gray & Gray Advertising (a relatively new company, about 3 years old) as their Indian subcontractor. (The competing company did not include any information on their alleged Indian-owned sub-contractor in their presentation to the Bureau.)

Ms. Darling said Gray & Gray should provide good direction to Young & Rubicam regarding advertising for the American Indian and Alaska Native population; the company is the only Indian-owned agency to show up on the national advertising agency list and the founder (Michael Gray) has been approached by at least 10 other firms.

The research phase of the promotion campaign will begin over the next couple of weeks with focus groups in Chicago and elsewhere. These will focus primarily on dress rehearsal materials. Ms. Darling added that she had been very impressed with Young & Rubicam's database on community outreach.

Ms. Ahhaitty said she does not want to try to guess what the proposed plan will do, but she does want to hear what the contractor's plan will be for promoting the census to the American Indian and Alaska Native populations. After the operation is complete, the results can be compared to the plan to see if the promotional activity led to any improvement.

Dr. Riche noted that Gray & Gray is a new firm but is probably the most important advertising agency in the Indian community. Michael Gray had talked about the problem of getting advertising to people in Indian country because many of the normal sources—commercial companies—do not believe there is an audience for the promotional materials. The Census Bureau's use of paid advertising for Indian country may "jump start" other advertising there as well.

Dr. Jojola asked that a presentation on the advertising plan for the American Indian and Alaska Native population be given to the Committee as soon as possible.

In response to a question by Ms. Ahhaitty, Mr. Bounpane said the Bureau is allocating "in kind" funding to its regional office's for the census. While the Bureau cannot give money directly to local groups or organizations, it can provide in kind support—i.e., printing posters, reproduction, providing collateral materials, etc. To the extent the local complete count committees want to do more, they can, but it must be at their own expense.

Ms. Ahhaitty pointed out that the complete count committees in most American Indian and Alaska Native population areas are different from most other community-based committees in that they will have virtually no resources of their own.

Dr. Jojola asked Mr. Richardson to review American Indian and Alaska Native employment statistics at the Census Bureau. Mr. Richardson said that Bureau headquarters currently has 1,211

employees, of which 8 (1 at the GS-14 grade level, 1 GS-13, 1 GS-12, and 5 others) are American Indians or Alaska Natives. The total non-headquarters staff (i.e., RO's and other outlying offices) amount to 2,434 additional personnel. There are no American Indian and Alaska Native employees at the SES, GS-15, or GS-14 levels; there is 1 American Indian and Alaska Native GS-13 and 3 GS-12's. Thus there are a total of 12 American Indian and Alaska Native employees of GS-12 level and above at the Census Bureau. Obviously, the Bureau needs to do a lot of work to improve employment of American Indian and Alaska Native personnel; very few Native Americans at the Bureau are at a level within the organization to affect policy.

Responding to questions by Dr. Jojola, Ms. Darling said the dates for the next Committee meeting are tentative; if there are problems with them the Bureau will try to adjust them. Ms. Harley pointed out that sometimes the schedule for the meetings is not entirely in the Bureau's control; the next meeting has been scheduled in order to allow the agency to give the members some results from the dress rehearsal.

Dr. Jojola asked that the Committee liaison work with him to arrange the agenda for the next meeting.

Dr. Jojola suggested the Committee discuss of the Bureau's plans for using the Internet as a contact point for advisory committee members and others.

Mr. Rison said the Bureau staff has been working to establish an Internet contact database management system, with the objective of being able to monitor contacts from the partnership specialists, customer liaison office, and other directorates, and to add key information about those contacts to the database. The basic design work is nearly complete, and the agency hopes to be able to test it with a limited number of users in January 1998.

Ms. Jackson noted that the Internet contact site is particularly important because it will enable the Bureau to "capture" contacts made with the public. The site design is organized like a wheel; the hub is the actual organization with each spoke a contact made with that organization. The kind of information obtained from the site will include the kind of organization making contact (e.g., tribal government, state or Federal office, etc.), race (if applicable) and name of the person contacting the Bureau, the name of the Bureau employee who was contacted or responded to the inquiry, what Bureau commitment (if any) was generated by the contact, etc. The basic idea is to capture promises or commitments made, and allow queries on who made those commitments and what kinds of commitments were made. The system also will enable the agency to identify enquiries from hard-to-enumerate areas. For example, a tribal government or organization may inform the Bureau that a specified area will be hard to enumerate and that information can be added to the database.

In response to questions by Mr. Zunigha, Mr. Rison said access to the contact database will be through the Bureau's Intranet (the internal network). Ultimately this will include the Bureau headquarters offices and the regional offices. The agency is still working out which of its offices will ultimately be responsible for managing the database.

Dr. Jojola commented that the Committee has discussed the need for members to be able to have a dialogue with their constituents. This Intranet system does not appear to allow that.



There continues to be a need for Committee members to be able to communicate with each other and with the public.

Ms. Ahhaitty said she would like to have a way for the American Indian and Alaska Native Committee members to interact with the American Indian and Alaska Native population; that is, to have some way for them to use the Bureau's Internet site to contain an American Indian and Alaska Native Committee homepage.

Mr. Rison offered to relay the question to the Bureau staff specialists, but that the database he and Ms. Jackson have been describing could not be used for that purpose.

Ms. Darling said she knew the Committee had made a recommendation about an American Indian and Alaska Native homepage, but that the contact database is a corporate database for the use of the Census Bureau itself. It will be a great tool for the agency, and will give Bureau staff the capability to interact with partnership specialists in the field to help them respond to problems, questions, etc. The idea is to move information from the ground up to the Bureau.

Dr. Jojola proposed the Committee recommend the Census Bureau develop the equivalent of an "Indian page", with the capacity to allow dialogue between users, on the agency's Internet site. The proposal was moved, seconded, and approved unanimously.

Dr. Jojola asked Ms. Bennett to update the Committee on the race question for Census 2000.

Ms. Bennett noted that the text of the race question that will be used in the Census 2000 Dress Rehearsal was included in the background papers distributed to members. The Office of Management and Budget decision reflected the recommendations made by the Interagency Committee that considered the question of content for the race question, as well as discussions and recommendations from other sources. The Office of Management and Budget has directed the use of five racial categories—White, Black, American Indian and Alaska Native, Asian, and Native Hawaiian or Pacific Islander. The Census Bureau incorporated the Office of Management and Budget's decision and the advisory committees' recommendations into its decision on the specific content of the race question for the dress rehearsal. The report forms use a combined American Indian and Alaska Native category on the race question, with space for the name of the tribe to be written out. On the short form, there is a line of 21 segmented boxes in which the name of the tribe is to be filled in, while on the long form there are only 16 segmented boxes, but also 2 blank lines (up to 32 character spaces) that can be used to write in tribal affiliation. The Office of Management and Budget recommendation did not address the question of identifying Central and South American Indians. However, the Bureau will collect information on Alaska Native tribes.

In reply to questions by Dr. Snipp, Ms. Bennett said Dr. Del Pinal will be talking to the Committees about tabulation plans later in the meeting. She noted that this Committee had earlier raised the question of spelling out "American" when referring to American Indians on the race question. The term will be spelled out on the questionnaires used in the dress rehearsal.

Dr. Jojola commented that a significant factor in the American Indian and Alaska Native Committee's recommendation to spell out "American" was that the Census Bureau wanted to spell out "Asian" as part of the term "Asian Indian." Abbreviating part of the American Indian designation

could have led to more confusion. He added that he is concerned about the space available for writing in tribal affiliation—the 21 spaces available on the short form are not enough for many Indian tribal designations.

Replying to a question by Mr. Zunigha, Dr. Jojola expressed doubt that a computer could determine the correct full name from an abbreviated version of one that extended for more than 21 characters.

Ms. Bennett said that the Bureau used a master list of tribal designations compiled from previous censuses and in the Race and Ethnic Targeted Test, and plans to use that list to help to identify tribal names that do not match for an automated coding procedure. In previous censuses the write-in space was usually in the form of one or more lines, but respondents frequently wrote beyond the lines, and often up the sides of the questionnaires, which leads to processing problems when imaging and other new technologies are used to capture data. She said it would be useful for the tribes to standardize names so members would use consistent designations and/or abbreviations.

Ms. Darling said she wants to be proactive on this question and will distribute a list of tribal names used in previous censuses to Committee members so they can identify tribes whose generally used names will have more than 21 characters.

Responding to questions by Messrs. Nygaard and Rodgers and Dr. Snipp, Ms. Bennett said the questionnaire designs are partially driven by the requirements of the Bureau's imaging equipment. Any tribal name written on the short-form questionnaire that exceeds 21 characters will cause the form to be "kicked out" during processing for hand coding. She noted that these questionnaire designs have been approved for the dress rehearsal only.

Dr. Jojola moved the Committee recommend that the Census Bureau coordinate efforts to revise its master list of American Indian and Alaska Native tribal names to conform to the limitations of the proposed census questionnaires. The motion was seconded and approved.

Dr. Jojola asked Mr. Carrasco, the Director of the Bureau's Seattle Regional Office to comment on the status and plans for the Sacramento, CA, dress rehearsal site. Mr. Carrasco commented that virtually all of the recommendations made by this Committee regarding recruiting have also been made by the agency's regional directors. With regard to "getting money up front" for people, for gas money and so on, the problem still has not been completely solved, but additional impetus to finding a solution has been given by Deputy Secretary Mallett, and the Bureau is working on the possibility of getting some form of advance payment to people hired for the census. Unfortunately, while something will be worked out for the census, it will not be done in time for the dress rehearsal. In California, the state will provide some support—in the form of child care, gas money, or even auto repair—for "welfare to work" people who will be taking a job with the census that will employ them for a minimum amount of time. The Bureau hopes to be able to make the same sort of arrangements for the census.

He noted that the agency will have a real recruitment problem for Census 2000 unless it makes new arrangements. He pointed out that in the Sacramento area, his office has had relatively little difficulty so far, in part because it has emphasized part time employment, and because the regional office started recruiting 9 months ago and has compiled a database of

approximately 800 applicants. There has been no advertising for the recruiting drive; only word-of-mouth information spread through work with local organizations.

Mr. Carrasco commented that, regarding American Indian and Alaska Native employment, he has two American Indian GS-13 employees in his regional office as well as a GS-7, and he is working on hiring an Alaska Native for work in Alaska. His office will be actively recruiting more American Indian and Alaska Native employees for the census.

He noted that when the Bureau team met with Young & Rubicam, a representative of Gray & Gray was present. The Gray & Gray representative indicated the agency was aware of the substantial urban American Indian and Alaska Native population and that the company will work with the regional office media, outreach, and community specialists to reach that group.

Ms. Worl commented that in a recent election in Alaska various community groups had offered incentives (e.g., gas money, since some of them lived a considerable distance from the nearest polling station) to Alaska Natives to get them to go to the polls to cast their votes. She wondered if the Bureau would get into trouble if it tried to do something similar to expand response to the census. Ms. Darling said the staff can check with the Bureau's legal counsel about that particular question, but noted that the agency is planning to form partnerships with many local organizations whether or not it can offer direct individual incentives.

Responding to a question by Dr. Jojola, Mr. Carrasco said Young & Rubicam has already established a program to contact local community organizations, and noted that the coordinator for this effort in Sacramento is an American Indian. A major goal of the effort at the Sacramento test site is to establish contact with the urban Indian population.

Mr. Cortez commented that there have been several proposals about incentives to encourage response. At the South Carolina test site, one suggestion was that the local postmasters give a seal of some sort to people as they turned in their completed questionnaires. The problem is that this raised the perception among the public that the Bureau was giving out information and that respondents could somehow be traced through their completed questionnaires.

Mr. Carrasco pointed out that there are political implications to using incentives. For example, what would happen if the public discovered that the Bureau was providing incentives to one ethnic group for response, but not to others, or to the general public?

Mr. Zunigha suggested that these sorts of problems might be avoided if the tribal governments, rather than the Bureau, was the agency offering incentives to respond. Ms. Darling added that it might be possible to induce a spirit of competition between the tribes with regard to which one could attain the highest response rate.

In reply to a question by Dr. Snipp, Mr. Carrasco said the Bureau has developed procedures for dealing with local transient populations in the dress rehearsal. In Sacramento, the local staff will go to service providers—e.g., soup kitchens, shelters, etc—for data on their clients.

Mr. Rodgers expressed satisfaction that the Census Bureau is implementing many of this Committee's recommendations, many of which date back to the 1990 census, regarding recruiting

and other matters in the dress rehearsal. He wondered how the Bureau's Chicago Regional Office is handling these same activities at the Menominee Reservation test site. Most of the procedures being used in Sacramento are applicable nationally.

Mr. Carrasco commented that the Bureau believes that the increased pay being offered to temporary employees for the census will attract more people when recruiting starts, and the agency is working on developing other incentives to make it easier for potential workers to take a temporary job for Census 2000.

Ms. Ahhaitty commented that she is the discussant for a presentation on the Bureau's plans for counting homeless people later in the meeting, and said the Census Advisory Committees on the race and ethnic populations have to discuss how to improve the count of the homeless and other transient populations.

Dr. Jojola said the Committee needs to assign someone to attend the January 1998 meeting at the Bureau to review the advertising plans. He suggested the Committee form a subcommittee on marketing, composed of Messrs. Nygaard, Rodgers, and Zunigha, and asked Mr. Zunigha be the principal representative of the Committee at the January meeting, with Messrs. Nygaard and Rodgers as alternates. He suggested that the proposal to create this additional subcommittee be added to the subcommittee recommendation made earlier.

In response to a question from Dr. Jojola, Ms. Darling said the Bureau will provide updated lists of race and ethnic populations committee members and Bureau contacts to members before the end of the meeting.

Ms. Worl suggested that, for the plenary sessions with all four committees, the chair should rotate among the chairpersons of the four Committees. She moved the Committee recommend that the chairpersons of the four constituent Committees of the race and ethnic populations committee alternate as chairs of the plenary sessions. The motion was seconded and approved unanimously.

Dr. Jojola said the Committee has several items to discuss, including Ms. Ahhaitty's presentation on the homeless, the Bureau's partnership and field operations plans, and the Hispanic surname materials.

Ms. Darling updated the members on plans for the June Committee meeting, noting that the Bureau is asking members to report then on any census-related activities they have participated in within their communities. She asked that members remind her of any written materials they need so she can make certain the materials are distributed as soon as possible.

Dr. Jojola commented that Ms. Edna Paisano served in an important position at the Census Bureau, including a long time as liaison with this Committee, and the members may want to convene a reception in her honor. He suggested that the tribes may want to acknowledge Ms. Paisano's contributions as well, and that if the Committee decides to make a formal recommendation in this regard it should plan to have the reception at the June meeting. Ms. Ahhaitty suggested the Committee also contact the various organizations Ms. Paisano worked with and ask if they would like to show their appreciation for her work as well.

Dr. Jojola also suggested some official acknowledgment of Ms. Sandy Golden's contributions as a Committee member.

In response to a question by Mr. Rodgers, Ms. Harley said the Census Bureau will be sending official letters and certificates of appreciation to members who have left the Committee, and Dr. Jojola suggested the Committee itself should acknowledge Ms. Golden's contribution in a statement or recommendation.

Dr. Jojola noted that the Committee has to elect a chairperson for 1998, together with a chair-elect, explaining that the new chairperson will chair the next Committee meeting, while the chair-elect would serve as an alternate during the 1998 term, and as chair for 1999. Ms. Ahhaitty pointed out that Ms. Golden was the chair-elect, and that the Committee had wanted to rotate the chair between Dr. Jojola and Ms. Golden to have continuity of leadership for the Committee and in contacts with Bureau staff. She noted that there is no reason Dr. Jojola could not serve another term as chair and moved the Committee reappoint him as chair-elect for 1998. Mr. Rodgers suggested that the new members of the Committee should have a chance to comment on the proposal before any vote is taken. Messrs. Richardson and Zunigha and Dr. Snipp offered no objection to the nomination of Dr. Jojola to a further term as chair. The question was called, and the nomination was approved unanimously.

Mr. Zunigha nominated Mr. Nygaard as chair-elect. The nomination was seconded and approved unanimously.

Ms. Ahhaitty reported that she had met with Census Bureau staff preparing the agency's plans for enumerating the homeless. Her own area of interest is the urban population of Los Angeles County, and she believes that the Bureau's plans are inadequate, at least for Los Angeles. Mr. Reeder, the Director of the Bureau's Los Angeles Regional Office, has agreed that the plan has problems.

The basic plan calls for the Bureau to cover locations where homeless people congregate, concentrating on service provider locations, such as soup kitchens and shelters. In Los Angeles there is not a single park bench or highway underpass that, at one time or another, will not be inhabited by the homeless. Further, there are no service providers outside the built-up areas of the county. The Bureau hopes to use the long-form questionnaire, contacting people through the service providers, for at least some of the homeless. However, there are homeless on reservations and in rural areas as well as in the cities, and this plan will very likely miss them altogether.

Mr. Richardson pointed out that there are no shelters, no mobile kitchens, or other service providers in many rural areas, hence no loci for the Bureau's enumeration effort. In rural areas, homeless people are often found living in abandoned houses or barns, or in cars, and there frequently are no obvious signs of the homeless, within the communities involved. The Bureau needs to address the problem of the rural homeless and he suggested the agency work with local community organizations, particularly local Indian organizations and tribes, to do so. Within the Indian community there frequently are two or three "extended family" members living in individual households, and the Bureau should have procedures to identify these situations to avoid overlooking these added residents. Welfare reform has had an unintended impact in many rural areas where there are literally no jobs for persons who are dropped from the welfare roles.

Mr. Nygaard commented that “doubling up” in households to take in homeless relatives can cause enumeration problems, particularly in public housing, where there are frequently restrictions on how many persons can occupy a given housing unit.

Mr. Zunigha suggested the Bureau approach the Indian Health Service and other public service facilities as possible sources of information on the location of local homeless populations.

Mr. Rodgers pointed out that the 1990 census showed overcrowding in many homes on Indian Reservations, and suggested the possibility of an undercount resulting from that situation. Views of kinship within Indian communities has led to the view that there is no such thing as a homeless person on the reservations. This may be at least partially true, but there also are homeless people who are mobile—e.g., spending the winter in Los Angeles, and the summers in Denver.

Ms. Ahhaitty said there is a substantial transient homeless population in Los Angeles; people who move from rural areas to urban areas. The only shelter in Los Angeles run by and for American Indians had just 22 beds and was overwhelmed by the demand. Families have a particularly hard time finding shelter and services for all members. She added that more and more homeless will be coming into Los Angeles, and pointed out that public housing in the city and county have the restrictions on the number of persons allowed to live in individual units. Following the 1990 census, funding for American Indian communities was lost because of an apparent decline in the percentage of the population living in poverty, that the apparent decline was the result of the undercount. The Bureau has asked the Committee to appoint someone to attend the January meeting on the ad campaign, and she suggested one person from a rural reservation and one from an urban population center should attend so the problems of reaching those groups can be reflected in the review.

In response to a question by Dr. Jojola, Ms. Ahhaitty agreed to attend the January meeting on the Bureau’s advertising contract, but pointed out that the Committee needed to have someone who is an expert on the rural American Indian and Alaska Native population attend as well. Mr. Richardson suggested that Ms. Ahhaitty contact Ms. Janet McLamb, who has over 15 years of experience in Indian affairs and is currently coordinating a homeless program in North Carolina, and Ms. Barbara Warner, the Oklahoma State Commissioner for Indian Affairs. Mr. Rodgers suggested contacting Mr. Chester Carl at the Navajo Nation Housing Authority. Mr. Richardson added that 27 states have Commissions of Indian Affairs, which would be logical contact points for information about the homeless situation among the urban and rural American Indian and Alaska Native populations.

Ms. McKenney commented that the Bureau is looking for persons with expertise on the American Indian and Alaska Native population in urban areas and on reservations. The Bureau can check with any persons the Committee suggests should be invited to the meeting.

Ms. Ahhaitty said she is excited about the Bureau’s hiring an Indian contractor for the advertising campaign, and hopes the Committee will be able to make some helpful recommendations based on the experiences of the dress rehearsal. She commented that she had talked to Bureau officials about the focus groups used in the initial studies and discovered that the reason there were not Indian focus groups was that the Indian population in the subject areas was so small—about 0.5 percent—it fell below the minimum levels set for inclusion. If the thresholds

set for the dress rehearsal sites are maintained for the census, it will mean virtually no outreach to the American Indian and Alaska Native populations except on the reservations. She noted that the Indian economy has gotten so bad since the "relocation" to urban areas that there has been a massive loss of American Indian and Alaska Native-oriented services, which means using service providers for contact with the population will mean much of the urban American Indian and Alaska Native population will be overlooked. Something else will have to be done to reach the Indian populations, and she suggested the Bureau look for partnerships within the urban Indian communities. The problem with the current partnership plans is that they look to the local groups to provide resources to help promote the census, but Indian communities have no resources available.

Dr. Meyer said the Bureau marketing plan is being developed and includes an effort to reach the American Indian and Alaska Native community that it believes will be effective. He said he has asked Ms. Marks to describe the process the Bureau used in establishing the focus groups it used.

Ms. Marks commented that the Bureau is committed to counting everybody in the census. The agency is trying to develop an overall outreach and promotion program that will recognize the differences in the various population groups it wants to reach, using a targeted population strategy. In Sacramento the plan is limited by the boundaries of the site, and the schedule is very tight. In discussing plans for the Sacramento site at the Seattle Regional Office the planners segmented the potential audience by a variety of characteristics, race, ethnicity, age, sex, livelihood, etc., then set priorities based on such considerations as likelihood of responding, size of a given group (although that played a relatively small part), the ability of the local media to reach specific segments of the population, and residential clustering (or lack thereof) of various groups. Using these criteria, the Bureau identified focus groups for research on paid advertising only for the Sacramento site. The reason there was not a separate American Indian focus group was that the agency could not find a way to reach that group through paid advertising, and the American Indian and Alaska Native population did not have the minimum amount of "clustering" that would enable the planned "out of home" advertising (i.e., posting information materials on bulletin boards, in stores, on telephone poles, etc.) to be effective.

Ms. Ahhaitty said that she did not really expect a separate focus group for the American Indian and Alaska Native population for the Sacramento site; the local American Indian and Alaska Native population there is very dispersed and they lack their own local media outlet. The most likely means of reaching the target population is through the use of the mainstream media, with Indian faces or materials integrated into the effort. She noted that she had been very frustrated about the 1990 enumeration in Oakland, where there was an Indian population, but undercoverage resulted in there being no data published on that population group for the city. Advertising and marketing the census is one way to improve the count in the community, and it is crucial that the Bureau and the Committee be able to look at what will be done in Sacramento and compare it to what was done in 1990 and identify problems and improvements. She has not heard anything that indicates that the American Indian and Alaska Native population is included in the Bureau's promotion plan for the dress rehearsal in Sacramento.

Ms. Marks pointed out that the Bureau is recruiting American Indian and Alaska Native participants for a focus group in Sacramento and that the general ad that will be used for the mainstream media will show a diverse population. Gray & Gray also had conducted American

Indian and Alaska Native focus group research in Dallas, TX and on the Pine Ridge Reservation, and has carried out a series of in-depth and intercept interviews of Indians. The results of those focus groups and interviews will be available soon.

Ms. Ahhaitty suggested the Committee recommended specifically that all the imagery Young & Rubicam use for the dress rehearsal promotion include American Indian and Alaska Native images.

Mr. Richardson wondered why the Bureau selected a site in South Carolina for the dress rehearsal. He pointed out that North Carolina has a more diverse population, including a significant Indian population. With regard to reaching the American Indian and Alaska Native population he noted that many Indian communities in small towns and rural areas have their own newspapers, but even they seldom mention the American Indian and Alaska Native population as such. Using those papers might help reach the local American Indian and Alaska Native population, but the best way to reach rural Indians is probably through the local schools.

He added that he received the notice that he could observe the dress rehearsal operations last week, and did not know whether he could send someone else to represent him. It would be useful to have a copy of audio or video tapes of the dress rehearsal activities. Ms. Marks said she will find out what tapes may be available and will provide him copies.

Mr. Raines commented that he did not know precisely how the Bureau selected the specific dress rehearsal sites other than that one site was to be primarily an urban area and another rural. However, there are a wide variety of considerations that go into deciding what particular sites will be used for a dress rehearsal.

In reply to a question by Mr. Zunigha, Ms. Marks said Gray & Gray participated in the formulation of the media strategy for the dress rehearsal.

Dr. Jojola moved the Committee recommend that the Bureau's advertising and promotion focus group activities include evaluations of the design and testing of American Indian and Alaska Native icons and materials for the promotion campaign. The motion was seconded and approved unanimously.

Turning to employment at the Bureau, Mr. Richardson commented that there are no American Indian and Alaska Native Senior Executive Service or GS-15 employees at the agency, and only a handful of middle-level American Indian and Alaska Native employees. He expressed concern about the lack of American Indian and Alaska Native presence in policy-making positions at the Bureau and wondered how the Committee could look at American Indian and Alaska Native recruitment.

Mr. Raines commented that the Bureau will have a significant number of new positions opening up soon at the regional office's—including a large number of community and government partnership specialists—and that the regional directors are aware of the demographic makeup of their particular regions, and of the desirability of recruiting personnel who reflect those populations. He added that the Bureau needs the Committee to make recommendations for persons available and qualified for hiring at upper management levels.



Replying to a question by Mr. Zunigha, Mr. Raines said that there might be problems if the same person hired for a job by the Census Bureau was to try also to function as the liaison for a tribe. Dr. Meyers said the Bureau clearly would like to have a tribal liaison appointed for every tribe, and this is up to the specific tribes. If a person who already is a tribal liaison officer for a tribe also applies to the Census Bureau for a job, his or her position as a liaison will not be considered a disqualification, but the liaison job alone will be a tremendous burden.

Mr. Zunigha pointed out that the Native American Journalists' Association maintains a database of American Indian and Alaska Native media outlets; the Bureau should contact the association for assistance in contacting useful outlets for its promotional materials and for recruiting American Indian and Alaska Native persons for jobs at the agency.

Mr. Rodgers pointed out that the members should not confuse the tribal liaisons with Federally funded positions—they are not the same thing. He moved that the Committee formally recommend the Bureau contact the Native American Journalists' Association to use the association's media database as a vehicle for announcing Census Bureau positions opening across the country. The motion was seconded and approved unanimously.

Responding to comments by Dr. Jojola, Mr. Rodgers said the Committee may wish to concentrate on considering new recommendations to the Bureau. Dr. Jojola agreed, suggesting the Committee ask that a half-day meeting in advance of the next race and ethnic populations committees meeting to look at statistical methodology, and that members of the Department of Commerce's Interagency Task Force on tabulation advising on American Indian and Alaska Native issues be present.

Mr. Rodgers wondered whether the extra ½-day meeting could be turned into a permanent part of the Committee's agenda. Ms. Darling commented that she did not know the specific requirements of the act governing advisory committee meetings, and suggested the Committee avoid wording the recommendation to require the additional meeting time for the next meeting. Dr. Snipp opposed recommending permanently expanding the Committee meetings to 2½ days, noting that the Committee may not need the extra time at every meeting, and that there also is the cost to the Bureau to be considered. Furthermore, the other race and ethnic populations committees would inevitably want to expand their meeting in a similar fashion, which would emphasize the cost question.

Dr. Jojola reread the proposed motion originally offered, moving that the Committee ask for the extra meeting specifically to look at statistical methodology. The motion was seconded and approved.

Mr. Richardson commented that the Committee's recommendation on the problems that may be encountered in enumerating rural tribal locations (e.g., road hazards, hostile dogs, etc.) should be amended to include the cost factors involved in just getting people into those areas. Ms. Darling noted that similar problems have been brought up by the other Committees, together with other obstacles, such as gated communities. Dr. Jojola suggested the Committee note the problem and bring it up at the next meeting.

Ms. Ahhaitty commented that the Committee called for a discussion of how South American and Central American Indian tribes should be identified; the Office of Management and Budget has

made its decision without addressing the question and she wondered if the discussion should go on. Dr. Jojola said the issue is ripe for a discussion.

In response to a question by Ms. Ahhaitty, Ms. Darling said the concern about spelling out “American” in the Indian identity question involved possible misreporting by people emphasizing “American” as opposed to “Indian,” including Asian Indians who may interpret the wording as applying to them now that they are in America. She emphasized that the phrasing has not been approved for Census 2000, but only for testing in the dress rehearsal. The Census Bureau is responsible for the decision to use the full term “American Indian” and made its decision to do so after the decision by Office of Management and Budget regarding racial classifications embodied in its Directive 15.

Dr. Jojola said the Committee may simply want to thank and acknowledge the Bureau for spelling out “American Indian.”

Responding to a question by Mr. Richardson, Dr. Snipp said the short and long versions of the census questionnaires are distributed using a stratified random sample. Ms. Darling said the “long” form will be used for 1-in-6 households in the dress rehearsal, but that the Bureau plans to use the long form for 1-in-2 households on Indian reservations, with 100-percent follow up for nonresponse in reservation areas. Mr. Ahhaitty commented that there is a risk in urban areas that the sample will result in undercounting a population as widely dispersed as are American Indians in most urban centers. Mr. Rodgers said a 1-in-2 sampling rate for the long form will be used in Alaska, but he believed that in the 1990 census the sampling rate on the reservations differed depending on the population of the reservation involved.

Mr. Richardson suggested the Committee consider whether tribal leaders should request that the Bureau use the long form exclusively on reservations.

Ms. Ahhaitty commented that in previous discussion the Bureau has emphasized that one of the advantages to implementing the American Community Survey is that it would provide a rolling sample and could be tailored to collect particular information for specific populations.

Dr. Jojola moved the Committee commend the Bureau for using the full spelling of American Indian in the dress rehearsal race question. Mr. Nygaard suggested the motion be amended to urge the use of the full spelling in Census 2000. Dr. Jojola agreed to the amendment. The motion was seconded as amended and approved unanimously.

Mr. Richardson said he is concerned about the choice of South Carolina as one of the dress rehearsal sites. He suggested the Committee needed to press for including the Indian communities in the census activities around the country. The Bureau may use the Menominee Reservation results as the model for its work with Indian reservations and populations elsewhere in the country, and that will not work. The Committee also needs to say something about avoiding stereotyping in the advertising materials used in the census.

Mr. Zunigha said he hopes the Bureau will have the Committee members review the advertising materials before the plans are finalized. He added that he plans to contact Gray & Gray to see what is being done. He suggested the Committee’s advertising sub-committee be consulted on content and imagery used in media products intended for use in promoting the census among

the American Indian population. Dr. Jojola suggested that the recommendation be added to the Committee's previous recommendation that the focus group activity include American Indian icons. Mr. Zunigha agreed and the revised focus group recommendation was moved, seconded, and approved unanimously.

Dr. Jojola asked that the tabulation and methodology sub-committee also assume responsibility for looking at the Bureau Data Access and Dissemination System plans.

### **Committee Concurrent Sessions (API)**

Mr. Nishimoto was pleased that all nine members of the Committee were appointed and present at this meeting and asked the members to introduce themselves. He mentioned that he, Ms. Chu, and Mr. Ong met with the Asian Pacific American Legal Center in southern California to discuss local issues related to the census and how the local organizations can prepare for Census 2000.

Dr. Agrawal suggested that each Committee member might want to share the names of his/her local Asian and Pacific Islander community connections with each other to multiply the effects of the Committee's census-related activities.

Ms. Le asked how if the agenda items for these meetings were defined by the Committees or the Census Bureau. Mr. Nishimoto said both the Committees and the Bureau have input on the agenda.

Ms. Chu said it was important to find out how the literacy rates are determined because that would establish where bilingual voting materials would be needed. Mr. Lee said the Bureau gave standardized literacy tests in the field in addition to enumerator's tests during the 1995 Census Test; he said he could provide Ms. Chu with that information.

Mr. Ong asked which items from the census questionnaire were used to define who was eligible for bilingual ballots; the data had to come from the long-form questionnaire that included a question on English-speaking ability. Mss. Chu and Suafa'i asked to add this issue and this morning's Office of Management and Budget decisions to the agenda for a full discussion.

Mr. Nishimoto said there were two sets of recommendations—from the May 22-23, 1997, and the July 10, 1997 meetings. He noted that the Bureau's responses to the July 10, 1997 meeting was not included in the background materials that were mailed to the Committee prior to this meeting, but were distributed this morning. He asked if members had had an opportunity to read those responses.

The Committee discussed the Bureau's responses to recommendations as follows:

One recommendation was that the Bureau not include a multiracial response to the race question. The Bureau did not plan to include that category. Ms. Le asked if the final results would be the same whether a multiracial category is used or people check multiple race categories. Mr. Ong explained that the results would not be the same since a multiracial category would not provide the details. Mr. Nishimoto added that, during the Race and Ethnicity Targeted Test, a

statistically significant reduction in the Asian and Pacific Islander population count occurred when a questionnaire containing the multiracial response category was used.

The Bureau agreed with the Committee's recommendation on using a separate Hispanic-origin and race questions and sequencing the Hispanic-origin question before the race question and forwarded it to the Office of Management and Budget.

The Bureau also forwarded to Office of Management and Budget the Committee's recommendation that Native Hawaiian be substituted for Hawaiian and Native Hawaiian be listed after American Indian and Alaska Native. The Bureau agreed to use the term "Native Hawaiian," but did not list it after American Indian and Alaska Native on the Census 2000 Dress Rehearsal questionnaire.

Ms. Bennett said initially the Bureau did consider the Committee's recommendation and included it in its design of the proposed race question for the dress rehearsal. But, after the Office of Management and Budget made a decision to separate the Asian and Pacific Islander populations, the Bureau had to comply with the Office of Management and Budget recommendations.

The Bureau incorporated the Committee's recommendation that the Asian and Pacific Islander categories be listed in alphabetical order.

The Bureau appreciated the Committee's support for using sampling in Census 2000.

The Committee recommended that the Bureau mail both the short- and the long-form questionnaires in Asian and Pacific Islander languages. The Bureau intends to do so in several Asian and Pacific Islander languages in targeted areas. Several members of the Committee wanted to find out which Asian and Pacific Islander languages the Bureau was planning to use in Sacramento, CA, for the Census 2000 Dress Rehearsal.

Mr. Ong said the Committee should also discuss the Asian surname list to identify neighborhoods where there are large numbers of Asian and Pacific Islander populations.

On the Committee's recommendation that the Bureau open up employment opportunities for legal non-citizens, the Bureau responded by saying actions had to comply with Federal law. Mr. Nishimoto and Dr. Agrawal pointed to a handout (see background material) for the details on the Federal law and its exceptions. Ms. Le pointed out that the law made exceptions for East and Southeast Asians, but not for South Asians.

Dr. Agrawal noted that the Bureau did not have any Asians in the senior executive service (SES) or higher GS-level positions even though the Director mentioned this morning that there was a high rate of staff retirement at the Bureau.

Mr. Lee said it was possible to hire non-citizens under two circumstances—(1) if a language skill is needed and no citizens are available who could speak the language and (2) if there are no citizen applicants available to be hired. He added that language skill could be used as a selection criterion if a particular language skill is needed. The Bureau selects applicants by test scores, veteran's status, and language skill. Dr. Agrawal asked if the tests were written tests, and

Mr. Esclamado asked who prepared them. Mr. Lee said the Bureau prepares the tests and the Office of Personnel Management (OPM) validates the tests. The tests for enumerators' positions involve basic skills and map reading.

Ms. Apoliona asked which scores prevailed—the language score or the other test categories. Mr. Lee said the applicants with the same language skills are ranked by their test scores and then selected, if they have a particular language skill that is needed.

Ms. Chu asked if Mr. Lee was implying that everybody should apply regardless of citizenship status, and the Bureau will place them in case the citizens with language skills do not accept the positions. Mr. Lee said that is a possibility; in 1990, the Bureau hired many non-citizens, e.g., in New York City, in need of particular language skills.

Ms. Suafa'i asked if the Bureau's job announcements precluded noncitizens. Mr. Lee said it did not; the announcements say "citizens will be given preference."

Ms. Le asked if there was difficulty in hiring a particular language group during the 1990 census. Mr. Lee said, in 1990, the Bureau had difficulty in hiring in general. He noted that, in 1990, approximately 1.9 million people took the tests, and the Bureau needed more qualified people.

Mr. Ong asked what process the Bureau used to identify the areas for which a specific language skill was needed. Mr. Lee said the areas are generally identified at the block- or census tract-level with about 4000 persons. The local census offices in charge of field operations determine the areas.

Mr. Lee said, for Census 2000, the Bureau will look at 1990 census data for areas of linguistic isolation. Mr. Ong said that would be fine if population was stable, but residential patterns have changed over the decade since the 1990 census, and new pockets of population have formed; he did not think 1990 data would be very helpful to identify linguistically isolated areas for 2000. Mr. Ong asked if there were any historical record showing that the Bureau under- or over-estimated the prevalence of a particular language group in the 1990 census. Mr. Lee said the Bureau normally identify the linguistic neighborhoods, but has difficulty recruiting people with that same language.

Mr. Esclamado asked about the length of employment for the positions under discussion. Mr. Lee said field operations generally last from 6 to 8 weeks unless they are called back for further employment.

Mss. Chu and Suafa'i suggested that the Bureau include in the employment announcements that people should apply even if they were not citizens.

Ms. Le said it would enable the Committee to help the Bureau if the agency would let it know what methodologies were being used to identify linguistic communities.

Ms. Chin believed that, during the census awareness processes, the Committee members could involve local people to help identify linguistically isolated areas. It would help further if they

could tell people that they could apply for census field positions even if they were not citizens. Mr. Lee reiterated that linguistic skill was a top priority for hiring.

Mr. Agrawal said the Committee was discussing only the temporary field positions; it also should be concerned about the absence of Asian and Pacific Islander populations at the Senior Executive Service or other professional positions at the Bureau. Ms. Chu noted that the Committee recommended applicants for partnership positions, but those individuals never heard from the Bureau. Messrs. Nishimoto and Esclamado suggested that the Committee make a recommendation on the hiring issue later this afternoon.

Mr. Nishimoto said the Committee commended the Bureau for conducting focus groups for Asian and Pacific Islander populations; the Bureau responded by acknowledging valuable contributions from the Asian and Pacific Islander focus groups.

Ms. Le asked why one of the recommendations said that the focus groups should include Asian and Pacific Islander populations. Mr. Nishimoto said the Bureau's focus group in San Diego, CA, did not include a diverse cross-section of Asian Americans and Pacific Islanders except for one Vietnamese and some Filipinos.

In reference to the Committee's recommendation that the Bureau include at least one member from each of the Committees to evaluate the media campaign proposals, Mr. Nishimoto said none of the members of this Committee was involved. Several members expressed interest in finding out more about Mosaica—the company that was awarded the contract for media campaign for the Asian and Pacific Islander communities.

At the July 10, 1997, meeting, the Committee recommended that the Bureau use examples for the "Other Asian and Pacific Islander" category; the Bureau's response was that space constraint on the questionnaire did not allow that. Mr. Nishimoto believed that the Bureau was giving more importance to the form's design than its substance; the other members agreed.

Ms. Chu hoped that the Bureau would retain the "Taiwanese" category in the long-form questionnaire since it was not used as an example in the short-form and that the long-form questionnaire will be used in Census 2000. Ms. Bennett said she would let Ms. Chu know this afternoon whether or not "Taiwanese" was included in the proposed ancestry question.

Mr. Nishimoto said the Bureau would forward to Office of Management and Budget the Committee's recommendations on reporting the details of different combinations of races. The Bureau accepted the recommendation to use Native Hawaiian instead of Hawaiian.

For listing Asian and Pacific Islander groups in two columns, Ms. Bennett said the Bureau did cognitive testing taking into consideration all of the Committee's recommendations. However, there were size limitations on the mailing package established by the U. S. Postal Service and the Department of Commerce. The Bureau contracted with a firm in Virginia to conduct cognitive research on the effects of double and triple banking of the Asian and Pacific Islander categories. It was found that, with triple banking, people were able to find their own categories easily.

The Committee decided to make a new recommendation on the literacy issue raised by Ms. Chu and Mr. Ong.

Dr. del Pinal pointed out that the census questionnaire asks if the respondent speaks a language other than English at home and how well he/she speaks English. This is not to determine literacy, but to get an idea of the bilingual situation in the household.

Ms. Chu said she would like to hear the Committee's comments on creating an Asian surname list. She also asked for suggestions on how the Census Bureau should collect names for the list.

Dr. del Pinal said that in the past, only a limited sample of households had surnames captured. Surnames will be captured during Census 2000. He agreed that it would be helpful to have surname data prior to Census 2000 to perform preliminary work.

Dr. Agrawal said should not be just an issue for the Census Bureau, but a mission, since non-English speaking respondents could be better served by the customized mailings a surname list would make possible and aid in the enumeration of Asian/Pacific Islander populations.

Dr. del Pinal said the Census Bureau has been studying surnames as a tool for identifying ethnic groups. The Bureau has gained the necessary experience needed for this work from the development of the Hispanic surname list. However, a barrier preventing the creation of the Asian surname list will be the perceived lack of sources providing Asian surnames.

Dr. Agrawal said the Committees should be helping the Census Bureau develop the Asian surname list. Dr. del Pinal said the Bureau would need to find a source providing both surnames and addresses.

Dr. Agrawal said there are many data products that could provide Asian surnames and address information. Dr. del Pinal said if a source were found, the list would likely need to be developed by a private vendor, since the Bureau did not have the appropriate resources to create an adequate list. Though information on the languages spoken within households was captured during the 1990 census, the data were not connected with the respondents' addresses.

Mr. Nishimoto said that the advertising agency Mosaica may have the surname and address information the Bureau would need to develop a surname list.

Ms. Chu said that a more systematic way of identifying census tracts was necessary since anecdotal information may identify key areas, but miss others. She asked how the Census Bureau identified populations receiving Chinese and Hispanic language questionnaires during the Sacramento, California dress rehearsal. Dr. del Pinal said that the Bureau used 1990 census information along with updated information from the individual communities to customize the mailout for these populations.

Ms. Robinson said the Bureau had isolated a list of Chinese census tracts from the 1990 census data. After consultations with the Asian Resource Center and the Sacramento Council of Governments, a list of blocks with concentrations of Chinese residents was sent to the partnership specialist in Sacramento.

Mr. Nishimoto said that in past Asian and Pacific Islander recommendations, the Committee had advised the Bureau to translate questionnaires into certain languages. Ms. Robinson said that

during the dress rehearsal in Sacramento, Chinese questionnaires would be mailed. For the Be Counted project, questionnaires were designed to increase the count of hard-to-enumerate populations. Languages the partnership specialist in Sacramento had identified would result in translated questionnaires.

Ms. Chu asked what the criteria were to decide which census questionnaires would be translated for the Be Counted initiative. Mr. Cortez said the decision was made based upon the percentage of the population within a census block.

Ms. Le said she would like to have a better idea of how the Census Bureau decides which forms are translated and how to determine which areas need questionnaires translated. She would be better prepared to accept plans for multilingual mailout if she understood this process. Ms. McKenney said she would make this information available to the Committee.

Ms. McKenney told the Committee that the Bureau was considering a different procedure for identifying non-English speaking populations for Census 2000. Since local community organizations and leaders know where the non-English speaking populations are, they will be asked to share information with the regional offices. This information and data from the 1990 Census database will allow the regional office to make decisions on how to identify and contact these populations.

Following a question from Mr. Esclamado, Ms. McKenney said the Be Counted questionnaires would be sent to hard-to-enumerate areas, which include health centers and mission homes. The Be Counted short-form questionnaires will be translated into as many as three dozen languages. The mailout questionnaires will probably be translated into less than one dozen languages.

Ms. Chin said she remembered inquiring about the Asian surname list over a year ago. There will be several ethnic groups represented by an Asian surname list. She assumed there would be some households would have a negative reactions to receiving a questionnaire in a foreign language; however, all respondents will receive an English questionnaire as well. Regardless of the public reaction, mailout of the two questionnaires will help prevent certain populations from being undercounted.

Ms. McKenney told the Committee that there were 12 partnership specialists presently employed—one in each region. The Bureau plans to hire 185 additional partnership specialists. Ms. Chin said hiring of partnership specialists will be very important for Asian populations that are in danger of being missed by the mailout.

Ms. McKenney said she was uncertain if the Asian surname list would aid the Census Bureau, since mailout was geographically based—questionnaires are mailed to addresses not specific residents. When the Bureau tries to ensure the accurate enumeration of populations with a high Chinese population, all households in that geographic area are mailed a Chinese and English questionnaire.

Dr. Agrawal said information needed for an Asian surname list already exists in the marketplace. The Committee's would like the surnames to be matched to geographical areas. This would help identify areas with more Chinese than Japanese residents. The Bureau could use



this information to determine which forms need to be printed for what areas. Ms. Chu added that the surname list would help define the languages spoken in a specific geographic area.

Ms. Chin said the Committee had looked into targeted mailings. This would help areas with a very small population of non-English speaking residents, since questionnaires could be sent to individual households with Asian surnames regardless of the size of the areas' ethnic community.

Ms. McKenney reiterated that the occupants surname did not appear on the census packets. Questionnaires were delivered by address only. It was not until the questionnaire was returned to the Bureau that a name was attached to the census packet.

Mr. Esclamado asked for a clearer explanation of why the Asian surname list would be helpful. He asked how comprehensive the list would be and under what circumstances the information would be used. Ms. Chin said that she would like to have a surname list developed to identify communities needing questionnaires written in a specific language. She said that the idea for the surname list was originally brought to the Bureau's attention as a tool to target Asian and Pacific Islander communities. She suggested that someone from within the Bureau speak with the Asian and Pacific Islander Committee about the creation of the Hispanic surname list.

Ms. McKenney said that the Hispanic surname list is not used for mailout. The Bureau used the 1990 census information to target Hispanic communities for mailout of Hispanic and English questionnaires.

Dr. del Pinal said data was collected on Hispanic populations as early as the 1970s. During the 1970s, it had been suggested that these data be collected by identifying Spanish surnames. Data from the 1970 census found that the research into a surname list did find a significant portion of the population; however, certain names were not included because they do not appear to be Spanish. A question asking a respondent's heritage was also used to determine if a household was Hispanic. Eventually, the Bureau simply included the Hispanic-origin question. The 1970s list was useful for categorizing administrative records.

Dr. Agrawal said that during the development of the Spanish surname list in the 1970s, the Bureau was interested in developing data. The Asian and Pacific Islander Committee is more concerned with capturing the "missing element."

Dr. del Pinal said organizations with mailing lists should be contacted by the partnership specialists or by outside organizations to help identify Asian and Pacific Islander communities within their region.

Ms. Chin said that an emphasis on partnership should be made when developing the surname list in a recommendation.

Ms. Stroz said that they are going to develop the work plan to capture the Hawaiian Homeland Boundary Updates. The Hawaiian Islands will be their own unique geographic area. Someone in Hawaii will be asked to update Census Bureau's maps.

Mr. Nishimoto said he had a few questions regarding the partnerships. The Committee is concerned about community specialists. The literature the Committee received stated 185

partnership specialists would be hired in 1998. He asked how many community specialists would be hired and how many of these positions would be filled by Asian and Pacific Islanders.

Ms. Yangas said she believed there would be 72 community specialists and 12 media specialists. There would be more community specialists than government specialists. Additional partnership specialists would be hired in fiscal year 1999.

Originally the Bureau had planned to hire community specialists in October 1997; however, the continuing resolution delayed hiring. Currently there have been 20-25 of the 185 partnership specialists hired nationwide.

Ms. Lott said there would be three types of partnership specialists: government; community; and media. The government specialists were first to come on board. During fiscal year 1998, the Bureau expected to hire the full complement of partnership specialists.

Mr. Lee said that though the positions had been posted, the continuing resolution made it impossible for new employees to be hired. There would be 185 full time employees in the partnership area; 149 government, media, and community specialists; 12 community coordinators; and 12 clerks.

In response to Dr. Agrawal's question regarding the hiring process, Mr. Lee said that the job vacancies were competitive term positions. Applications were sent to the Human Resources Division at Census Bureau headquarters. A list of the most qualified candidates was sent to the Regional Offices and the regional director would make a decision after conducting interviews. The hiring process was aided following the authorization of Schedule "A" hiring authority by the Office of Personal Management. This gave the regional offices the flexibility needed to post positions, develop their own list of qualified candidates, and hire from that list.

Ms. Suafa'i said that when the jobs were posted as "continuously recruiting." She asked if the candidates' list would be continuously updated as recruitment progresses. Mr. Lee said he was not certain how this process would work.

Ms. Apoliona asked if it would be possible to get a clearer number of how many partnership specialists have been hired to date. Mr. Nishimoto believed about 25 had been hired. He was uncertain how many were community, government, and partnership specialists. He also was unaware how many were Asian and Pacific Islanders.

Ms. Suafa'i said it would be useful to find out if the Bureau was getting a good mix of applicants for the positions. If not, the Asian and Pacific Islander Committee should help recruit more Asian and Pacific Islanders.

Mr. Lee said one of the advantages of schedule "A" hiring is that it allows the regional offices to make hiring decisions. Ms. Yangas added that the regional directors have a list of the members of the Asian and Pacific Islander Committee so they know who to call if they have questions.

Ms. Lott told the Committee that the Bureau had made progress in developing outreach programs for the Asian and Pacific Islander community. First, the National Asian Pacific American

Legal Consortium, which is affiliated with the Asian Law Caucus in San Francisco, the Asian Pacific American Legal Center of Southern California in Los Angeles, and the Asian-American Legal Defense and Education Fund in New York, has received a 3-year grant from the Ford Foundation to undertake outreach and promotion for the Asian and Pacific Islander community for the Census. Second, the Census Bureau will hold rollout sessions in areas that have Asian and Pacific Islander populations that may be under-represented. The first hearing was held in September 1997 at the New York regional office. The next meeting will be in February 1998 in Los Angeles. Additional rollout sessions will be held in Seattle, Washington, Chicago, and Illinois.

Ms. Suafa'i said a meeting in Seattle will not draw many representatives from the Northern California Asian and Pacific Islander community. Ms. Lott said there would be meetings held at sites other than the regional offices.

Ms. Le suggested that the chairmanship of the plenary meetings be rotated among the various Committee chairpersons. This would indicate a spirit of cohesiveness among the Committees.

Ms. Chin suggested that the Asian and Pacific Islander Committee include a recommendation that they receive information on the diversity of the Census Bureau's employees. She was especially interested in the number of Asian and Pacific Islanders employed by the Census Bureau.

Mr. Nishimoto said, based on previous discussions, the Committee favored an approach like the all-inclusive approach which would allow all who checked Asian and Pacific Islander to be counted as Asian and Pacific Islander for the tabulation of race and ethnic data and would like to find out how the collapsing or combining of data would serve the Asian and Pacific Islander populations.

Dr. Agrawal said, regardless of how much and what data are published, all the details of the race and ethnic data would be stored somewhere. Therefore, the Committee needs to look at what types of reports have been published in the past in order to make recommendations at the present.

Ms. Le said she wanted to understand the problem for which the Committee was searching for an answer. Mr. Nishimoto said the Committee was trying to figure out how race and ethnic data should be collapsed and what types of details would be beneficial for the Asian and Pacific Islander populations.

Dr. Riche said the Committee not only should look into how the Asian and Pacific Islander groups would like to see the data, but it should also try to determine how other people in general would like to have these data.

Ms. Chin said she would like to know the percentage the Asian and Pacific Islander populations were of the entire U. S. population of the United States and this number should include both the Asian and Pacific Islander and people who marked one of the Asian and Pacific Islander categories along with some other category. Ms. Chu agreed, saying anybody with Asian heritage or part Asian heritage should be counted as Asian and Pacific Islander; however, she could see the problem that the population components would exceed 100 percent as a result.

Ms. Chin asked Dr. Riche if the Bureau was planning to report to the Congress separate counts from Census 2000 for Whites, African Americans, American Indians and Alaska Natives, Asian and Pacific Islander, and people who marked more than one category. Dr. Riche said the Bureau reports to the President the data required by Public Law 94-171 and the President passes that on to Congress. She noted that the public always expects the Census Bureau to be the definitive source of population numbers.

Ms. Le volunteered to draft a summary of the issues the Committee discussed related to tabulations so that the Committee could get input from the Asian and Pacific Islander community leaders regarding what to recommend to the Office of Management and Budget and to the Bureau on tabulations. She will disseminate the draft to all Committee members for comment and approval. The Committee decided to hold off in making recommendations on tabulations until it assesses community sentiment.

Ms. Apoliona noted that although other members were saying that if anyone marked the Asian and Pacific Islander box along with another category he/she should be counted as an Asian, she would like to be counted as a Pacific Islander.

Ms. Suafa'i said she was part Samoan and part Chinese and would like to be counted as a Samoan and as a Pacific Islander. She also suggested that this Committee, which represents two separate groups, be separated into two committees—one for the Asian populations and the other for the Pacific Islander populations.

In response to one of the previous recommendations (about adding examples to the "Other Asian" category) from this Committee, the Bureau said there was not enough space on the questionnaire for the examples. The Committee felt the Bureau was putting the design of the form over substance. The Committee prepared and submitted a prototype of that particular page of the questionnaire to show that the examples could be included without changing the form size.

Ms. Chu suggested that the Bureau invite Mosaica to make a presentation on marketing and advertising at the Committees' June 1998 meeting.

Mr. Nishimoto selected Dr. Agrawal to represent the Committee to the Bureau's Advertising Council for Census 2000 and Mr. Ong and Ms. Suafa'i to the Data Access and Dissemination System group.

At the request of the Committee, Mr. Lee announced that, for the partnership program, the Bureau will be hiring 44 government specialists (12 have already been hired), 93 community specialists, and 12 media specialists at GS 9-12 levels, 24 clerks, and 12 coordinators at the GS 13 level. (For Committee recommendations and Census Bureau responses, see Appendix A.)

### **Committee Concurrent Sessions (HISP)**

Dr. García introduced Ms. Roman to the Hispanic Committee. He explained that the Hispanic Committee is the advocate for the Hispanic population. Drs. García and Lucero updated the Hispanic Committee on their past activities which have included—

- Census questionnaire content, specifically the Hispanic-origin question and sequencing of the Hispanic-origin and race questions.
- Recommending placing the Hispanic-origin question before the race question.
- Maintaining the position that a multiracial category in the race question is not necessary in Census 2000.
- Submitting recommendations regarding outreach participation for Census 2000.
- Encouraging the employment of Hispanic staff members and contractors in general and specifically for Census 2000.
- Supporting the use of statistical sampling for Census 2000.
- Acting as a conduit for updates and providing input on research conducted by the Bureau that impacts the Hispanic community. In the past the Hispanic Committee has played a role in the development of the Race and Ethnic Targeted Test, the National Content Test, and the 1995 Current Population Survey supplement on Race and Ethnic Origin.
- Recommending research that should be conducted to benefit the Hispanic community. These recommendations have resulted in the addition of the term "Latino" to the Hispanic-origin question.

Dr. de la Puente said that he will be concluding his service as official liaison to the Hispanic Committee. He will continue to be of service to the Hispanic Committee, but not in any official capacity.

Ms. Roman asked who will choose the Hispanic Committee's next liaison. Dr. de la Puente believed that the decision is made jointly between Ms. McKenney and Mr. Marx. The Director will have final approval. This decision will be made a priority in early 1998.

Dr. García said there were a number of topics the Hispanic Committee could discuss, including: formulating recommendations; the Hispanic-origin question; Puerto Rican and Mexican ancestry items; the 1995 Spanish surname report; the plenary session on tabulation; the new Hawaiian and other Pacific Islander category; the dress rehearsal; and procurement for Census 2000. He added that Dr. Chapa may share his insight into the enumeration of colonia residents in Texas.

In response to a question, Mr. Chávez said that the questions for Census 2000 would be finalized in early 1998. In reference to one of the African-American Committees recommendations regarding employment at the Bureau, Mr. Chavez asked if the Hispanic Committee could include a discussion of Hispanic employment in the Hispanic Committee's agenda.

Ms. Moreno told the Hispanic Committee that the Bureau wants all communities to know that Census 2000 is their census. Since no two communities are the same, the Bureau had to rely on each community to ensure its members were counted accurately. While traveling throughout the country on Census Bureau business, she has encountered various reactions to the terms

“Latino,” “Hispanic,” “Spanish Origin,” etc. Focus groups held nationwide have helped her learn how Hispanic communities identify themselves. She has also found that many communities do not realize the Census Bureau can provide localized census information.

Ms. Moreno said Hispanic communities have had the opportunity to get their concerns before the Republican party through a 60 member, nonpartisan task force that addresses census related topics. This task force meets twice each year.

Responding to a question from Dr. Lucero, Ms. Moreno said that her work was a part of the partnership program.

Ms. Moreno told Mr. Solorzano that there would be specific activities for Central and South Americans. The Bureau tries to identify the concerns of every community. The Bureau needs the recommendations of the Hispanic Committee to understand how best to reach these communities. Past experience has shown that some communities respond best to radio advertisements, while others respond to television or other media.

Dr. de la Puente referred the Hispanic Committee to the document “Race, Hispanic-origin, and Ancestry Questions.” Research conducted by a Census Bureau contractor examined how respondents interpret and respond to the race and Hispanic-origin questions on the census questionnaire. This research showed that there is no evidence that double and triple banking of categories would confuse respondents. Should problems arise, however, the Bureau feels confident its editing procedures will substantially reduce misreporting. Dr. de la Puente added that the term “Latino” was generally understood by respondents in the study.

Based on the research conducted for the Census Bureau, the contractor recommended that the instructions for the Hispanic-origin question be revised. A few respondents found the current instructions confusing. However, in the Bureau’s national tests, no misreporting issues were associated with the wording of the instructions.

Mr. Chávez asked for the exact wording of the proposed instructions. Dr. de la Puente said that the exact wording appears in the contractor’s report which he did not have at the moment. He said that he would obtain the exact wording of the instructions during the break. He added that the proposed changes were a result of observations made during tests administered by an independent contractor. The respondent understood the question, but may have needed to read the instructions twice.

Mr. Chávez said that he was not concerned with the small number of cases of respondent confusion, since no misreporting was associated with the instructions.

Dr. de la Puente said that unless a problem with the instructions is discovered following the dress rehearsal, the wording used for the dress rehearsal will likely be the same for Census 2000, since the current wording appeared in several national tests.

Ms. Roman said that the Bureau should make the question as simple as possible, for example, “Is this person Hispanic/Spanish/Latino? Yes or No? If yes, indicate.”

Dr. de la Puente said the reason for the current wording of the instruction is to signal to non-Hispanic respondents that they should respond to the question. If the Bureau adopted Ms. Roman's question, non-Hispanic respondents may assume they are not required to answer the question. As a result, the Bureau would have to impute these data.

Dr. Lucero asked how the question was worded in the 1990 Census. Dr. de la Puente said that except for the exclusion of the word "Latino," the 1990 question was the same or very similar. A copy of the 1990 questionnaire was distributed to the Committee members during the break.

Mr. Chávez said in most "yes/no" questions, the "yes" answer is given first. Has the Census Bureau reversed this order [making "no" first] to increase non-Hispanic response? Ms. McKenney said the Bureau had tested the response to placing "yes" first. A problem arose when some respondents misinterpreted the question. Respondents of Mexican origin answered no, believing their response should reflect their Mexican origin rather than Hispanic-origin. Reversing the "yes" and "no" has not affected the number of "yes" responses.

Dr. García asked what happened when a respondent marked more than one box. Dr. de la Puente said that multiple responses would be captured. The Bureau would like guidance from the Committee on how to treat multiple reporting to the Hispanic-origin question.

Dr. Lucero noted that according to the revised Office of Management and Budget Directive No. 15, respondents may now select more than one race. She asked what the Bureau did when more than one race was given. Dr. de la Puente said that all selected races will be data captured and tabulated.

Dr. de la Puente said the examples for the ancestry question for the 2000 Census Dress Rehearsal has been modified and made shorter than the 1990 census test. Jamaican ancestry was also added. Dr. Hill of the African American Committee suggested that the list be alphabetized; however, the Bureau has not adopted this idea. There has been no testing on how alphabetizing the list would effect response prior to the dress rehearsal.

Dr. García asked if there was a sample questionnaire for the dress rehearsal and Census 2000. He also asked if the ancestry question was still included. Dr. de la Puente said that the Bureau had to justify the inclusion of all items on the long- and short-form questionnaires per a request by the Congress. Ancestry is required by case law. Dr. de la Puente said he could not say with certainty if there would be a long form for Census 2000. Both long and short forms have support as a result of legislation or programmatic needs.

Dr. García asked if migration would be on the long form questionnaire. Dr. de la Puente said that a place-of-birth question and questions on citizenship and year of entry into the United States would be included on the dress rehearsal sample questionnaire.

Mr. Chávez asked if there was a need to tell respondents to mark only two entries for the ancestry question. Dr. de la Puente said that there had never been a need to include this in the instructions, since there was no evidence from Census Bureau research showing that instructions were needed for this question.

Dr. García asked if any data were kept on the number of people marking more than two responses to the ancestry question. Dr. de la Puente said that the coding system in 1990 allowed for the coding of only two ancestries. The number of responses were generally limited by the amount of room available on the questionnaire. In 1990, the questionnaire did not have segmented boxes, so respondents squeezed as much information into the box as they could. It reached the point where some responses were illegible and could not be coded.

Dr. de la Puente said a previous Hispanic Committee recommendation requested that all responses to the Hispanic-origin question be data-captured. The Census Bureau will implement this recommendation in the Census 2000 Dress Rehearsal. Regardless of the number, all responses will be captured from the Hispanic-origin and race questions during the Census 2000 Dress Rehearsal.

The Hispanic-origin question does provide respondents with the option of selecting more than one origin. However, it is possible to mark more than two responses. In the 1996 National Content Survey, the Bureau went back to the actual census forms and tabulated the percentage of cases where more than two Hispanic-origins were marked. It was found that less than one-half of the 1 percent of respondents marked more than one Hispanic-origin. Based upon these findings, the Bureau does not expect to receive a large number of questionnaires with more than two responses. However, the Bureau needs to decide what to do with those respondents who check more than one box. The Bureau is seeking the advice of the Committee on this matter. One option would be to place multiple responses in the "Other Hispanic" category. Another option is to blank multiple responses and allocate a single origin.

Ms. Roman did not want the Bureau to list respondents marking more than two categories as "Other Hispanic." Dr. de la Puente said that while the person would be categorized as "other Hispanic" he/she would still be coded for up to two responses. In response to Ms. Roman's suggestion that the Bureau weigh those responses marked first, Dr. de la Puente worried that this idea may bias the first few categories listed on the questionnaire.

Ms. Roman said that if she had to choose between "other Hispanic" or the first of the categories marked, she would prefer to retain some of her Hispanic identity rather than being categorized as "other." Dr. de la Puente said that though the respondent would be categorized as "other Hispanic," his/her specific Hispanic origin would be retained when the multiple responses were coded.

Dr. Chapa said coding for people with more than two responses was a good idea. He believed allocation would result in a good, but not absolute response. He suggested the boxes be No. 1, No. 2, and No. 3, so the respondent could weight their preference, thus choosing which two responses would be coded.

Dr. García said the questionnaire's instructions would have to be changed if respondents were to weight the categories themselves. The question would become more complicated as well.

Ms. Roman asked what the purpose of the dress rehearsal was. Dr. de la Puente said that the dress rehearsal will not be a test of content. The Census Bureau's content test included the 1996 National Content Survey and the Race and Ethnic Targeted Test. The dress rehearsal is a



dry run of the operational aspects of Census 2000. For example, if there is a problem with coding following the dress rehearsal, changes can be made prior to Census 2000.

Dr. Chapa updated the Hispanic Committee on work being done to better count populations in “hard-to-enumerate” areas, specifically colonias. The state of Texas has 1,500 colonias that are 95-percent Hispanic and are identified as substandard housing developments. They often do not have running water or waste water removal. Texas recently spent \$600 million to improve the conditions in three-quarters of the state’s colonias; however, there will not be any record of these changes. The Census Bureau could not find a legal mandate to include “source of water and waste water” on the 1990 Census or Census 2000 long-form questionnaire. Dr. Chapa had been asked to seek support for the inclusion of these two items on the Census 2000 questionnaire. However, state agencies in Texas said they were not interested in these items. Because of the absence of this information, Dr. Chapa’s study on colonias will be the last study unless the census questionnaire asks for updated information.

Dr. Lucero asked if colonias were generally in rural or urban areas. Dr. Chapa said that the majority are along the border between Texas and Mexico. Many are in what are considered rural areas; 85-percent are in counties that include a metropolitan area.

Dr. de la Puente told the Hispanic Committee that the Spanish surname report they had received was the same report they had been given in 1995. There is no additional research on this topic available at this time. He added that the American Indian and Alaska Native Committee was concerned that members of their communities may be categorized as Hispanic because of their Hispanic surnames. This is a concern the Bureau will have to further address. The Bureau will capture last and first names from the dress rehearsal. There will be additional analysis of Hispanic surnames performed using this data.

In response to Dr. García’s question, Dr. de la Puente said that the purpose of the Hispanic surname study was to determine if using surnames to allocate would be more accurate than allocating using information from other household members. Dr. de la Puente told the Hispanic Committee the surname list has not been used by the Census Bureau.

Ms. Moreno asked how the Bureau would know if a person with a Hispanic surname was Hispanic. Dr. de la Puente said that a list of surnames had been developed that could identify a respondent’s origin with 90-percent probability.

Dr. García suggested that at some point in the future, the Hispanic Committee should make a recommendation regarding research on the Spanish surname list and its uses.

Mr. Chávez asked if the Hispanic Committee had made a recommendation in the past for the study of the Spanish surname list. Will the Hispanic Committee get more information from the dress rehearsal?

Dr. de la Puente said that the Bureau will capture first and last names. There is a possibility that some data will be available in the future. The Bureau may be able to provide data from a 1993 survey to the Hispanic Committee in June 1998.

Dr. Chapa said the surname list seemed like a good idea and should be further examined.

Dr. de la Puente said that the Hispanic Committee's recommendation on the use of the surname list should be made at a plenary meeting. The American Indian and Alaska Native Committee is very concerned about being misidentified as Hispanic. They will want to voice their opinion on the subject.

Dr. Chapa said he understood the American Indian and Alaska Native Committee's concern; however, if American Indians leave the question blank and do not write in their origin, they will never be identified as American Indian. Many Filipinos also have Spanish-sounding surnames. If these respondents do not indicate to the contrary, they will be assumed to be of Hispanic-origin as well.

Dr. de la Puente said that he did not fully understand the concerns of the American Indian community. Therefore, it may be helpful for all the Committees to discuss the Spanish surname list during a plenary session, so that everyone can hear the concerns and offer input.

Dr. de la Puente distributed the proposed questions and instructions for Census 2000. He noted that a Census Bureau contractor is conducting cognitive testing of the questions.

Dr. García said that there was going to be a meeting in Seattle, WA at the end of January 1998. He asked for a volunteer to attend this meeting. Dr. Lucero volunteered to attend; Ms. Roman would be her alternate.

Dr. García introduced the topic of tabulating the race item. The Office of Management and Budget had recommended that another racial category be added. The Bureau is seeking the Committee's advice on approaches for tabulating race and Hispanic-origin data. Dr. García believed that the procedures for tabulation are still in their early stages. He said the Committees had been asked to make recommendations regarding dual reporting systems. However, there has been no consensus on how tabulation would be handled. He believed the historical approach and one other approach would be used in combination. A number of groups will be affected no matter how the data are tabulated.

Dr. Chapa asked Dr. de la Puente what the time line was for determining the process for tabulation. Dr. de la Puente responded that the Office of Management and Budget noted that preliminary guidance on tabulation will be provided by summer 1998. The Friday plenary meeting will feature speakers from the Office of Management and Budget National Science Foundation, and the Bureau of Labor Statistics who will discuss the process the Office of Management and Budget will follow for providing guidance on tabulations. Friday's discussion and request for feedback are part of the time line Dr. Chapa referred to. The Office of Management and Budget is scheduled to provide the final guidance for tabulation by the end of calendar year 1998.

Dr. García said that since there is no multiracial category, people have been marking more than one category. There is currently an undercurrent to convert those multiple responses into a multiracial category.

Dr. de la Puente said that Friday's presentations will cover the process by which the Office of Management and Budget will seek public comment. Additionally, Friday's meeting will also give the Hispanic Committee a better understanding as to what kinds of data products the Bureau is proposing to produce.

Mr. Chávez asked if the data being produced for the public-law files already has been determined without the input from the four Committees. Dr. de la Puente said that the process is just beginning and that there will be opportunities for input from the Committees. The undecided question was how to represent people in the public-law files who check more than one race. Friday's meeting will update the Hispanic Committee on this issue and provide background into what has already been discussed.

Dr. de la Puente added that the Bureau would like input from the Hispanic Committee on how data from the dress rehearsal should be presented. Dress rehearsal data will be accessed through the Data Access and Dissemination System. The content of the printed data products has not been determined pending input from the committees.

Dr. García asked if there had been any response from the legal community regarding the anticipated multiple response. Mr. Chávez said that some tabulation possibilities had been discussed. Presently, there is not enough information on multiple response.

Dr. García asked what products would come from the dress rehearsal that would be in addition to the public-law files. Dr. de la Puente responded that this was the feedback the Bureau hoped to get from the four Committees. The Bureau will have to tabulate the Dress rehearsal data before Office of Management and Budget provides final guidance for tabulation. Office of Management and Budget's final guidance will not be known until the Bureau is in the process of tabulating the dress rehearsal data. However, Office of Management and Budget guidance on tabulation will probably not address tabulation issues unique to the Census. For this reason the input from the committees is very important.

Dr. Díaz asked for potential scenarios as well as the "pros" and "cons" for each tabulation scenario. Dr. de la Puente said that there were at least six known tabulation scenarios. The Bureau has not addressed their pros and cons. Dr. de la Puente recalled the six scenarios. These included—historical, all inclusive, single-race approach, allocation, imputation of multiracial based upon characteristics, and random assignment.

Dr. García said that it appears that the Bureau is trying to place all respondents into a single category regardless of the number of categories marked.

Mr. Díaz asked for an explanation of the tabulation scenarios. Three of the tabulation scenarios were explained as follows:

- The historical scenario gives priority to the groups who self-identify with a race other than White. (For example, a person identifying as Black and White would be counted as Black). If there are two races other than White, that respondent is placed in the "other race" category. (For example, a respondent who identified as an Asian and Pacific Islander and African American would be placed in the "other race" category.)
- The all inclusive approach would count a respondent marking more than one category more than one. For example, a respondent who identifies as an African American and Asian would be tabulated twice once for African American and then again for Asian.

- The single-race category would place a respondent choosing more than one category into a single “multiracial” category.

Dr. García added that 4 or 5 states allow a multiracial category on birth records. However, Dr. de la Puente added that when reported to the Federal Government, those multiple responses must be placed into one of the Office of Management and Budget categories.

Mr. Díaz’s was concerned that multiracial respondents may not be identified as being of Hispanic origin. Dr. de la Puente said that there will be a separate Hispanic-origin question. A person can identify himself/herself as having a diverse racial background, yet still be of Hispanic origin. The Hispanic-origin category and the racial categories are two distinct and mutually exclusive categories.

Mr. Chávez asked if the Census Bureau considered using one method for the 1994 public-law data and one method for other data products. Dr. de la Puente said that this could be a possibility.

Dr. García said that there is support for using the historical scenario. However, there will be additional information available that can not be ignored. Other scenarios should be used to disseminate that information. Dr. de la Puente responded that using more than one scenario was a possibility with printed material. The Bureau will be unable to provide the data using all the scenarios, since there will be thousands of data cells.

Dr. Díaz said that he believed that the all inclusive and random assignment would be most problematic. Given the information he had, the historical scenario for tabulation seemed most plausible.

Mr. Chávez stated that the consistency of the historical scenario for tabulation would make it the best for redistricting. Two minority responses being converted to “Other” could be a problem. If tabulations are presented in two formats, should litigation arise, the “Other race” will take the other information and do something with it. This will be inevitable if the information is available in the microdata files.

Dr. Chapa asked what the requirements were to ensure the accuracy of the public-law data. What data will avoid or convincingly resolve lawsuits? Mr. Chávez responded that in non-Hispanic cases, the courts have been clear that the voting district must have a 50-percent voting age majority to pass the initial threshold to redraw a district. The courts will look at the public-law data. Some courts will look at citizenship for Hispanic litigation. Mr. Chávez believed that if a 50-percent majority Black voting district is brought to the courts, the defendants will go into the more detailed data to find whatever data they can to disqualify the proposal as not having a 50-percent majority.

Dr. García brought to the Hispanic Committee’s attention other issues that they may want to put on Friday’s. These included—data products, procurement for Census 2000, partnership, clarification of the oversight board, and recommendations.

Dr. Chapa said that the document on data products he had received did not give enough detail on what products would be provided for Hispanics. His impression was that there would be

one Hispanic count rather than counts of all the Hispanic subgroups. He asked the members to review this document themselves, since they may have a different interpretation.

Dr. de la Puente asked the Hispanic Committee to consider the issue of multiple responses to the Hispanic-origin question. Though there would be a very small percentage of Hispanics choosing multiple responses, guidelines would need to be in place for these cases.

Dr. Lucero said that she would be addressing the question of tabulation of the homeless during one of Friday's concurrent sessions. She urged any members of the Hispanic Committee to contact her if there were issues they believed she should address.

Mr. Chávez suggested that the Hispanic Committee talk with the other race and ethnic populations committees concerning race and Hispanic tabulations for redistricting. He believed the Committees should adopt a united position from which they could have an impact upon the Department of Justice's redistricting guidelines.

Ms. Roman asked if the Census Bureau had implemented the Hispanic Committee's recommendations from previous meetings. Dr. García said that the Census Bureau has been very responsive to the Hispanic Committee's recommendations. He noted that the Hispanic Committee recommended separate race and Hispanic-origin questions (combining the two questions had been considered). The Committee also had recommended that the Hispanic-origin question come before the race question and that the Hispanic-origin question include the term "Latino," despite the Census Bureau's own research stating that there is inconclusive evidence on the effect of this term on Hispanic-origin reporting. Dr. García noted that in the southwestern United States, people of Hispanic origin preferred to identify themselves as "Latino" rather than "Hispanic." Dr. Lucero added that the Hispanic Committee, along with the three other Committees, also recommended against a multiracial response category.

Before discussing the recommendations Dr. Chapa had submitted to the Hispanic Committee for discussion, Dr. García announced that he and Dr. Chapa had volunteered to beta-test the Census Bureau's Data Access and Dissemination System.

Following the reading of Dr. Chapa's first recommendation, Dr. García said that the recommendation's intent was to remain consistent with the Hispanic Committee's past position on the issue of a separate Hispanic-origin question and a separate race question, the sequencing of these two questions (placing the Hispanic-origin question before the race question), and using the term "Latino" along with the terms "Spanish" and Hispanic-origin. Dr. Chapa wanted to communicate this point to Congress and forward the Hispanic Committee's past policy recommendations to the caucus.

Dr. García read Dr. Chapa's second recommendation praising the United States Conference of Mayors for their endorsement of statistical sampling for Census 2000.

Dr. Lucero believed that the final recommendations should be directed toward the Hispanic Congressional Caucus.

Mr. Chávez acknowledged that the first two recommendations reiterated what the Hispanic Committee had recommended in the past and acknowledged that the United States Conference of Mayors is in agreement with the Hispanic Committee.

Dr. García read the third recommendation requesting that the Census Bureau data capture multiple responses to the Hispanic-origin question in the dress rehearsal for research purposes. Dr. Chapa noted that those respondents marking three categories in the Hispanic-origin question should be allocated into two categories. Since the Census Bureau allocates multiple responses from this question into one category, Dr. Chapa believed valuable information on the Hispanic population was being lost.

Dr. de la Puente referred the Hispanic Committee to one of its past recommendations. Previously, the Committee recognized that in 1990 the technology to capture more than one response was not used by the Census Bureau. However, the Hispanic Committee recommended that given that imaging technology is currently available the Bureau should capture multiple responses to the Hispanic-origin question in the dress rehearsal to and make the data available for research purposes.

In response to a question from Mr. Chávez, Dr. de la Puente said that during the 1990 Census, the Census Bureau used data capture technology that did not capture more than one response. Due to the technology involved, if two circles were marked, the darker of the two was captured. The Census Bureau looked at multiple responses to the Hispanic-origin question in two panels of the 1996 National Content Survey and found that less than one-half of one-percent of the respondents marked two or more categories in the Hispanic-origin question.

Dr. García said that the Hispanic-origin question in Census 2000 will request that respondents select only one category. However, research on multiple reporting in the Hispanic-origin question can be conducted for Census 2010.

Mr. Chávez asked if there was a principled way to decide how to classify a respondent who marks more than two categories. Dr. de la Puente said that one way to handle multiple reporting would be to code all such responses as "other Hispanic." This way we will be able to code up to two origins. A second possibility is to "blank" all cases with two or more responses and allocate. However, Dr. de la Puente stressed that all multiple responses would be captured and made available for research. Dr. de la Puente encouraged the Committee to make recommendations concerning how multiple responses in the Hispanic-origin question should be handled in the edits for dress rehearsal.

Dr. Lucero reminded the Hispanic Committee that this information accounted for a very small portion of the population. Dr. de la Puente added that this information would be available to the Hispanic Committee upon request.

Dr. Chapa recommended that a person marking three categories be placed into two categories rather than one. Allocation still takes place. The respondent's origin would be reduced from three to two, rather than from three to one.

Dr. de la Puente noted that the Census Bureau has conducted extensive research concerning how respondents interpret and respond to a race question that provides the option of

selecting more than one racial category. However, there has been no research on multiple reporting for the Hispanic-origin question. Regardless of this, the Committee has recommended that the Census Bureau capture all responses provided to the Hispanic-origin question. The Census Bureau is now inviting the Committee to provide guidance on how to process and edit this new information

Mr. Chávez said he supported total allocation for placing respondents who mark several categories into one category. Since the information would be available to the Hispanic Committee, he did not want to create a multiple response problem with the Hispanic-origin question like that currently involving the race question. He believed Dr. Chapa's recommendation may advertise that respondents can mark more than one response.

In response to a question, Dr. de la Puente said that if there were more than one response, they could be allocated, regardless of the combination.

Dr. García said he wanted to make certain that the recommendation is worded to request tabulation of the responses to the Hispanic-origin question while also ensuring that the information be collected for further research.

Following the reading of a proposed recommendation referring to the Central and South American communities, Ms. Roman asked if it was common for Committees to endorse specific Hispanic groups. Dr. García responded that there are certain sub-communities that can get lost in the shuffle. In the past, a recommendation had been made to place the island populations of Puerto Ricans into the total Hispanic census count.

Mr. Carrasco said that from an operational stand point in the field, sub-communities have never been forgotten. The Bureau's outreach efforts to Hispanic communities have always been inclusive, not exclusive.

Following the reading of a recommendation made by the African American Committee, Mr. Chávez asked if the Hispanic Committee wanted to include a recommendation addressing the low number of Hispanics in the upper levels of employment at the Census Bureau. He was concerned that the actual employment numbers of Hispanics at the Census Bureau did not reflect Hispanic representation in the general population.

Dr. de la Puente said that if a GS-15 position is open to the general public, it is hoped that Hispanics will apply. An applicant does not necessarily have to work their way up through the GS levels to become a GS-15 employee.

Mr. Carrasco told the Hispanic Committee that for the first time in Census Bureau history, there are three Hispanic regional directors. He added that entering the Census Bureau as a GS-14 or higher was virtually impossible, since the Bureau is such a technical agency. In order to negotiate the system, an employee has to start at the GS-12 level. The Hispanic Committee should encourage increased recruitment of Hispanics at this GS level. Over time, they will have the opportunity to move into GS-15 positions.

Mr. Chávez said the Bureau should be commended for employing three Hispanics as regional directors. However, a recommendation should be included that reflected the Hispanic

Committee's desire to learn more about the demographics of the Bureau's workforce and the lack of Hispanic employment at the GS-15 and the Senior Executive Service levels. (For Committee recommendaitons and Census Bureau responses, see Appendix A.)

**Public Comment**

There was no public comment.



I hereby certify that the above minutes are an accurate record of the proceedings of the meeting held by the Census Advisory Committees on the African American, American Indian and Alaska Native, Asian and Pacific Islander, and Hispanic Populations on December 10-12, 1997.

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Robert B. Hill, Chairperson (AA)

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Theodore Jojola, Chairperson (AIAN)

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Cyril Nishimoto, Chairperson (API)

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John García, Chairperson (HISP)

## **APPENDIX A**

### **RECOMMENDATIONS OF THE CENSUS ADVISORY COMMITTEE ON THE AFRICAN AMERICAN POPULATION MADE AS A RESULT OF THE MEETING ON DECEMBER 11-12, 1997**

The Census Advisory Committee on the African American Population made the following recommendations to the Director, Bureau of the Census, during its meeting on December 11-12, 1997. Comments showing the responses and actions taken or to be taken by the Census Bureau accompany each recommendation.

#### **Recommendation 1**

##### **Elevate Regional Director Position to SES Executive Level**

"In view of the increased complexity and responsibility of the Regional Directors, we recommend that this position be elevated to the SES executive level."

##### **Census Bureau Response**

This action has been approved with the full support of the Department of Commerce. It became effective on March 1, 1998.

#### **Recommendation 2**

##### **Retain Field Division Chief and Fill with Culturally Sensitive Person**

"Because of the vital importance of the position of Field Division Chief to insuring an accurate count in the 2000 Census, we recommend not only that this position be retained as a result of reorganization, but that it be filled by a culturally sensitive person with extensive field and decennial census experience."

##### **Census Bureau Response**

The option of designating a Field Division (FLD) chief remains open. However, for the indefinite future, FLD will continue to operate without a division chief. The functions previously performed by the division chief have been redistributed among a team of three lead Assistant Division Chiefs (ADCs). These lead ADCs will have responsibility for the census, survey, and administrative program area respectively. Each will report directly to the Associate Director for Field Operations without a division chief as intermediary.

Each of the current lead ADCs has extensive field operations experience. Sensitivity to diverse cultures remains a key requirement for Field Division staff at all levels.

#### **Recommendation 3**

### **Plans to Insure an Accurate Enumeration of the African American Population**

“We request copies of any strategic or other plans (including advertising, community partnerships and other outreach activities) that the Census Bureau has prepared or is preparing to insure an accurate enumeration of the African American population in the 2000 Census.”

#### **Census Bureau Response**

The Census Bureau has provided and will continue to provide all plans including those on advertising, and the Partnership Programs. The Partnership Programs include regional, national nongovernmental organizations, national governmental organizations, and tribal governments that are aimed at ensuring an accurate enumeration of the African American and other race and ethnic populations in the 2000 census. Of course, the Integrated Coverage Measurement (ICM) is a key component in ensuring the accuracy of the count for all population groups and especially for addressing the historic differential undercount for African Americans and other groups.

### **Recommendation 4**

#### **Add Hiring Timetables to the Master Activity Schedule**

“We commend the Census Bureau for its innovative strategies to make its Master Activity Schedule more accessible to the general public as well as to policy makers. We recommend that hiring timetables (especially for hiring field staff) be added to this schedule as a key activity.”

#### **Census Bureau Response**

Recruiting is a key activity in the Master Activity Schedule (MAS). We are revising the MAS and will include hiring timetables for field staff by June 1998. In addition, we have sent the Advisory Committees on race and ethnic populations a flyer which provides dates for recruitment by major field operation and will be widely distributed to the public.

### **Recommendation 5**

#### **Future Videos or Ads Be More Representative of Young Black Males and Other Segments of the Black Population**

“We view the depiction of African American males in the advertising video as wearing baggy pants and dancing to rap music as a stereotypical portrayal of that group. We strongly recommend that any future videos or ads should be more representative of young Black males and any other segments of the Black population who are engaged in more productive activities (such as reading, scholastic achievement, occupational attainment, etc.).”

#### **Census Bureau Response**

We appreciate and understand your concern and have revised the video. In addition, the video has been returned to headquarters from the regional offices and is no longer being distributed. It was not our intention to portray young Black males in a stereotypical fashion. That particular video was developed in-house and in a short period of time.

We have formed an informal group of African American employees who are willing to review any future efforts which are developed in-house.

## **Recommendation 6**

### **Consideration of Persons as Members to the Census Monitoring Board**

"We believe that the newly established Census Monitoring Board should be comprised of persons who are representative of the racial and cultural diversity of the undercounted groups and who have demonstrated extensive knowledge and experience related to census issues. Therefore, we recommend that the following persons be given serious consideration as members of this Board:

Mr. Eddie Williams, President of the Joint Center for Political and Economic Studies,  
Dr. Charles Willie, Professor at Harvard School of Education, and  
Dr. Yvonne Scruggs, Executive Director of the National Black Caucus of  
Elected Officials."

### **Census Bureau Response**

The Census Bureau forwarded the recommendation to the Department of Commerce. The Census Bureau has sent the list of appointees to the Census Monitoring Board to all the advisory committees.

## **Recommendation 7**

### **Report on Effectiveness of Operations to Developing Address Lists in the Dress Rehearsal Sites**

"We would like to obtain a report on the effectiveness of the various operations related to developing an address list in the three Dress Rehearsal sites."

### **Census Bureau Response**

The Census Bureau has learned a great deal about its processes for developing an address list in the three Dress Rehearsal sites. As a result of these experiences, and considering advice received from local and tribal officials last summer, the Census Bureau has revised the address list development process significantly.

The Committee will be provided with the results of the Dress Rehearsal coverage evaluations (which will include measurement of the coverage of housing units on the Dress Rehearsal address list) in early 1999 and the report on the evaluation of the address list building process in April 1999. In the meantime, Census Bureau staff are preparing a reference document that

details the components of the address list building process for each of the three Dress Rehearsal sites and also explains how, in some cases, these processes differ from approaches planned for Census 2000. We expect to have this document available soon and will provide it to the Committee at that time.

## **Recommendation 8**

### **Report on Effectiveness of Operation to Implement ICM**

“We would like to obtain a report on the effectiveness of the operations to implement the Integrated Coverage Measurement (ICM), specifically developing an independent address list and conducting the enumeration using Computer Assisted Personal Interviewing (CAPI) in the Dress Rehearsal sites.”

#### **Census Bureau Response**

The Census Bureau fully concurs with the need for an assessment of every aspect of the ICM implementation during the Census 2000 Dress Rehearsal. We have developed a comprehensive evaluation program that includes studies of the independent listing and an overall risk assessment for ICM operations. We have provided the description of the evaluation program to the Committee.

## **Recommendation 9**

### **Report on Effectiveness of the Current Government Partnership Specialists**

“We would like to obtain a report on the effectiveness of the current government partnership specialists in developing partnerships with local governments.”

#### **Census Bureau Response**

The Census Bureau will evaluate the Partnership Program of the Census 2000 Dress Rehearsal and share its results with the Committee. We expect to have this document available by the end of 1998. The current government partnership specialists in the regional offices have been very successful in developing partnerships with local governments in the areas of address list development, recruiting, and promotion. For example, the government specialists have provided support and assistance to Complete Count Committees in South Carolina, Sacramento, CA, and the Menominee Indian Reservation for the Dress Rehearsal.

## **Recommendation 10**

### **Hire More Minority Representatives as Media, Government, and Community Partnership Specialists**

“We are concerned that there appears to be an under-representation of minorities among the current government specialists. Therefore, we recommend that more representative numbers of minorities be hired as media, government, and community partnership specialists.”

#### **Census Bureau Response**

The Census Bureau understands the importance of recruiting individuals to develop a racially and ethnically diverse candidate pool. We are sensitive to and committed to recruiting individuals of diverse backgrounds, and believe this is reflected in the ethnic distributions of the approximately 200 government, community, and media partnership specialists. We provided the data on the ethnic breakdown to the Advisory Committees.

#### **Recommendation 11**

##### **Give High Priority to Providing Guidelines for Tabulating Multiple Racial/Ethnic Responses**

“We recommend that OMB gives high priority to providing guidelines for tabulating multiple racial/ethnic responses in order to: (a) facilitate the statutory needs of one person, one vote for voting rights and redistricting; and (b) prevent the practice of inflating the numbers of minorities for affirmative action purposes.”

#### **Census Bureau Response**

The Census Bureau forwarded this recommendation to the Office of Management and Budget for its consideration in developing the final tabulation guidelines for data on race and ethnicity.

#### **Recommendation 12**

##### **Committee Place Topics on Committee Agenda and More Useful Formats**

“The African American Advisory Committee feels that the agenda for this two-day meeting did not address many issues of importance to us, such as reports on operations in the field and data processing for the Dress Rehearsal sites, the status of minority Census Information Centers, and hiring practices. We strongly recommend that our advisory committees are able to place topics on our agenda as well as to suggest more useful meeting formats.”

#### **Census Bureau Response**

The Census Bureau appreciates the Committee’s comments on having a more useful meeting format and topics.

We will consider the topics listed in the recommendation. We will continue to contact the chairs of each of the Advisory Committees for input on the meeting agenda. We also will have a conference call with the Committee chairs together for comments once we have developed a draft working agenda for the next meeting.

### **Recommendation 13**

#### **Meet with Deputy Secretary at June 1998 Meeting**

“Since we are not satisfied with the current patterns of hiring and promotion of African Americans to high level Census Bureau positions, we request a meeting with Deputy Secretary Robert Mallett at our June 1998 meeting.”

#### **Census Bureau Response**

Mr. Mallett encourages the Committee to discuss their concerns directly with the Census Bureau management, since the Committee's primary focus is to provide advice to the Census Bureau.

**RECOMMENDATIONS OF THE  
CENSUS ADVISORY COMMITTEE ON THE  
AMERICAN INDIAN AND ALASKA NATIVE POPULATIONS  
MADE AS A RESULT OF THE MEETING ON DECEMBER 11-12, 1997**

The Census Advisory Committee on the American Indian and Alaska Native Populations made the following recommendations to the Director, Bureau of the Census, during its meeting on December 11-12, 1997. Comments showing the responses and actions taken or to be taken by the Census Bureau accompany each recommendation.

**Recommendation 1**

**Appoint American Indian and Alaska Native Policy Position as Special Assistant to Secretary of Commerce and Reaffirm Bureau of Census Commitment to Develop an American Indian/Alaska Native Policy Office**

“Whereas the Department of Commerce adopted its American Indian and Alaska Native (AIAN) policy acknowledging its fiduciary obligations and outlining its policy principles to guide its employee actions in dealing with AIAN governments:

“ . . . The Department of Commerce appoint an AIAN policy position as Special Assistant to the Secretary of Commerce to implement the Department of Commerce AIAN government-to-government policy;

“ . . . The Bureau of the Census reaffirm its commitment to develop an AIAN policy office to oversee, coordinate and organize its efforts with the 500+ tribal governments, 12 regional offices and other Census Bureau divisions; and

“ . . . The Bureau of the Census appoint a coordinator, by reassigning its staff, to oversee the implementation of Census 2000 and to increase the recruitment of AIAN staff as a matter of urgency to assure its success.”

**Department of Commerce and Census Bureau Responses**

The Department of Commerce (DOC) appreciates the Committee’s concerns regarding the American Indian and Alaska Native government-to-government policy with the Department. The DOC believes implementation of the policy can be administered within its existing structure. The Secretary of Commerce established this Advisory Committee to provide input and advice on procedures to reduce the differential in the count of these populations during the 2000 census. Since the primary scope of this Committee is to provide advice for the 2000 census, the Committee’s work does not cover the functioning of the Office of the Secretary, DOC. However, the Secretary’s office would be pleased to talk to individuals about their concerns in this area.

The Census Bureau believes the most effective means of carrying out its policy regarding tribal governments is to integrate and implement the many operations pertaining to AIANs in its



overall census plans and operations at both headquarters and in the regions, and not isolate them under a specific policy office or coordinator. During its tenure, the Census Advisory Committee on the American Indian and Alaska Native Populations for the 1990 Census made similar recommendations regarding a policy office and coordinator at the Census Bureau. We want to clarify that the Census Bureau did not commit to developing an AIAN policy office.

We have developed a working group to outline recruitment strategies on a short- and long-term basis. We welcome the Committee's ideas on how we can better attract well-qualified members from the American Indian and Alaska Native communities.

## **Recommendation 2**

### **Committee Chairman Appoint Subcommittees as Necessary**

"The AIAN Committee Chairman be directed to appoint:

" . . . A subcommittee from the AIAN Advisory Committee to work on geography in order to advise and inform the Committee on specific recommendations. The Chair appoints Larry Rodgers, Rosita Worl, and Gregory Richardson.

" . . . A subcommittee from the AIAN Committee to work with statistical methodology and tabulation in order to advise and inform the Committee on specific recommendations. The Chair appoints Matthew Snipp, Glenda Ahhaitty, and Robert Nygaard.

" . . . A subcommittee from the AIAN Advisory Committee to work with advertising and marketing in order to advise and inform the Committee on specific recommendations. The Chair appoints Curtis Zunigha, Larry Rodgers, and Robert Nygaard.

" . . . And such other subcommittees as necessary."

### **Census Bureau Response**

The Census Bureau thanks the Chair for appointing members to work on the specific topics.

The Coordinator of these Committees will communicate with the chair, the designated individuals on the working groups, and the appropriate Census Bureau staff to identify the issues and to determine the most appropriate working relationship between Census Bureau staff and the working groups.

## **Recommendation 3**

### **Develop Equivalent of an "Indian Page" on the Census Web Site**

"That the Bureau of the Census develop the equivalent of an 'Indian Page' on the Census Web site with the capacity to dialogue and get feedback from tribal constituents."

### **Census Bureau Response**

The Census Bureau has developed a prototype page on the Census Web site. It provides a message bulletin board that permits communication internally and externally through the Internet. We will test this prototype with the Committee during spring 1998.

#### **Recommendation 4**

##### **Revise Master List for American Indians and Alaska Natives to Conform to Limitations of Census Forms**

“That the Bureau of the Census coordinate efforts to revise the Master List for American Indians and Alaska Natives to conform with the limitations of the proposed census forms.”

#### **Census Bureau Response**

The Census Bureau has updated the Master Code List that will be used for coding write-in entries to the race question in the Census 2000 Dress Rehearsal. This list includes codes for more than 500 American Indian Tribes and about 300 Alaska Native Tribes. The list includes the write-in entries with varied spellings of tribes that respondents provided to the race question in the 1990 census and the test censuses for Census 2000.

The Census Bureau recognizes the need to work with the American Indian and Alaska Native tribes to ensure the collection and tabulation of accurate information on tribes given the number of segmented boxes on the forms. We also will consult with the Committee on strategies for working with the tribal governments on this issue.

#### **Recommendation 5**

##### **Alternating Chairing of the Joint Meeting of the Census Advisory Committees**

“The AIAN Committee respectfully moves that the Chairs of the Census Advisory Committees on the African American, American Indian and Alaska Native, Asian and Pacific Islander and Hispanic Populations, alternate in the chairing of the joint meetings of the Census Advisory Committees.”

#### **Census Bureau Response**

The Department of Commerce established four separate Committees on the race and ethnic populations recognizing that the Committees represent unique and diverse populations. It is the responsibility of the Census Bureau to conduct and facilitate the joint meeting to get the advice it needs from each of the four Committees on the most appropriate procedures for reducing the differential undercount for their respective populations.

In the past, we asked individuals from each of the Advisory Committees to act as chairs and discussants for the topic sessions during the plenary session of the agenda. In future meetings, we will try to maximize this format to the fullest extent possible.

#### **Recommendation 6**

##### **Reception for Edna Paisano**

"The American Indian and Alaska Native Committee requests that Ms. Edna Paisano, long-term employee of the Census Bureau and strategic census resource technician for American Indians and Alaska Natives, be honored for her advocacy and commitment to the Bureau with a reception. The Committee desires to coordinate this during the regular meeting of the Census Advisory Committees."

#### **Census Bureau Response**

The Census Bureau agrees that Ms. Paisano should be honored for her advocacy and commitment to the Bureau. We will coordinate with members on a dinner/reception at the time of the June 1998 Advisory Committee meeting.

#### **Recommendation 7**

##### **Focus Group Activity Include the Design and Testing of Icons and Subcommittee Consult on Content and Imagery**

"The AIAN Committee recommends that the focus group activity include the design and testing of American Indian icons in their presentation materials and that the AIAN subcommittee on advertising and marketing have consultation on content and imagery."

#### **Census Bureau Response**

Young and Rubicam, Inc. (Y&R) will conduct focus group research on the Menominee Indian Reservation to gain a comprehensive understanding of what and which advertising and marketing products in the Dress Rehearsal campaign were motivating. The research also will help identify any barriers to participation in Census 2000.

We are exploring the most appropriate way to provide an opportunity for the Committee to review and give advice on the content and imagery for Census 2000. We will discuss how we will obtain the Committee's advice at the June 1998 meeting.

#### **Recommendation 8**

##### **Half-Day Meeting on Statistical Methodology and Tabulation**

"The AIAN Committee requests that a half-day meeting be scheduled in advance of the regular Census Advisory Committee meeting in order to address issues attendant to statistical methodology and tabulation. The Committee further requests that members of the Interagency Task Force on tabulation advising on American Indian and Alaska Native issues be present to advise the Committee."

#### **Census Bureau Response**

The Census Bureau is planning an additional one-day meeting, scheduled for June 3, with all Advisory Committees, to address issues regarding the tabulations of data on race from Census 2000. This will be a joint meeting of the Census Advisory Committees on the race and ethnic populations, and of the Professional Associations, and the Commerce Secretary's 2000 Census Advisory Committee.

Since the Census Bureau has planned the June 3 meeting to precede the June 4-5 meeting of the Advisory Committees on the race and ethnic populations, the chair of the AIAN Committee

and the Census Bureau have agreed that it is not feasible to plan an additional half-day meeting before the June meeting. The Census Bureau staff and chair agreed that the agenda for the June 4-5 meeting will include statistical methodology. Also, the Census Bureau is in contact with the Chair and the Office of Management and Budget about the most appropriate way to proceed with communications with the Interagency Task Force on Tabulations.

### **Recommendation 9**

#### **Use Database of Tribal Newspapers to Advertise Census Positions**

“The AIAN Committee requests that the Census Bureau use its database of tribal newspapers and other appropriate media to advertise government partnership specialists, community partnership specialists, media partnership specialists, and other upcoming Census positions.”

#### **Census Bureau Response**

The partnership specialists' positions in the regional census centers have been advertised in a wide range of media (including tribal newspapers). We are still actively recruiting for these positions in all regional census centers across the country. Recruiters also will contact tribal governments about available positions in the regions and headquarters. However, the Census Bureau is very interested in receiving from members of the Committee suggestions on appropriate tribal newspapers and other media.

The Census Bureau uses Media Distribution Services, a database of all media across the country, to identify specific media to target for news articles, press releases, etc. We can query the data- base to identify types of media, tribal and specific ethnic media, and the geographic areas, covered by the media.

The Census Bureau is currently developing a press release advertising the availability of professional jobs at the Census Bureau. We will use the Media Distribution Services to identify the appropriate tribal media for this press release and other recruitment efforts. We are currently recruiting to fill approximately 430 positions at headquarters for Mathematical Statisticians, Statisticians, Computer Specialists, and Geographers.

### **Recommendation 10**

#### **Use the Full Spelling of “American Indian” in the Census 2000**

“The AIAN Committee would like to commend the Census Bureau for using the full spelling of ‘American Indian’ in the upcoming Dress Rehearsal and expects the Census Bureau to promote its usage among the general public. The Committee urges that the Census Bureau use the full spelling of ‘American Indian’ in the Census 2000.”

#### **Census Bureau Response**

The Census Bureau appreciates the affirmation by the Committee for its use of American Indian in the combined category “American Indian or Alaska Native” for the race question in the

Census 2000 Dress Rehearsal. At this time, we also plan to use the full spelling for the race question in Census 2000.

We still have concerns that in Census 2000 the word "American" will introduce misreporting as American Indian by persons who are not American Indians, but want to identify as "American". In our publicity and promotional literature on content for Census 2000, we will use the term American Indian, explain its usage, and stress the importance of answering the race question. It is crucial that misreporting is kept as low as possible because census data on American Indians and Alaska Natives are used in Federal program formulae to allocate and distribute funds.

We plan to do a limited review of the questionnaires from the Dress Rehearsal and inform the Committee of our findings. These findings may be helpful in developing the promotional literature for Census 2000.

### **Recommendation 11**

#### **Ted Jojola, Chair and Robert Nygaard, Chair-elect**

"The AIAN Committee is pleased to indicate that Ted Jojola's term as Chair has been extended for one more year in order to provide continuity between the previous and incoming Committee members. In addition, the Committee is proud to submit Mr. Robert Nygaard as Chair-elect for the next cycle of Chairmanship."

### **Census Bureau Response**

The Census Bureau is pleased to continue its work with Dr. Jojola as Chair and to have the opportunity to work with Mr. Nygaard as Chair-elect.

**RECOMMENDATIONS OF THE  
CENSUS ADVISORY COMMITTEE ON THE  
ASIAN AND PACIFIC ISLANDER POPULATIONS  
MADE AS A RESULT OF THE MEETING ON DECEMBER 11-12, 1997**

The Census Advisory Committee on the Asian and Pacific Islander Populations made the following recommendations to the Director, Bureau of the Census, during its meeting on December 11-12, 1997. Comments showing the responses and actions taken or to be taken by the Census Bureau accompany each recommendation.

**Recommendation 1**

**Presentation by "MOSAICA" at the June Meeting**

"The API Committee recommends that MOSAICA make a presentation at the June meeting for the benefit of the API group."

**Census Bureau Response**

We are exploring the most appropriate way to provide an opportunity for the Advisory Committees on the race and ethnic populations to review and provide advice on the materials for Census 2000 that will be developed by Young and Rubicam, Inc. and its subcontractors, including MOSAICA. We will discuss how we will obtain the Committee's advice at the June 1998 meeting.

**Recommendation 2**

**Two Separate Advisory Committees - Asian Committee, and Native Hawaiian and Other Pacific Islander Committee**

"In keeping with the OMB revisions to the standards for the classification of the Federal data on race and ethnicity, the API Committee recommends that the API Committee be split into two separate advisory committees: Asian Advisory Committee and Native Hawaiian and Other Pacific Islander Advisory Committee.

"The advisory committees should consist of nine members each, reflecting the different groups within the Asian communities and the Pacific Islander communities.

"It is further recommended that these Committees be seated at the June 1998 meeting."

**Census Bureau Response**

The President issued Executive Order 12838 in February 1993 asking all Federal agencies to reduce the number of advisory committees. The Department of Commerce and the Census Bureau have complied with this request. In light of the Executive Order, it would be very difficult to establish new advisory committees for Census 2000. Therefore, the Census Bureau and the Department of Commerce are examining a more feasible approach, which is to establish two subcommittees for Census 2000--a Subcommittee on the Asian Population and a

Subcommittee on the Native Hawaiian and Other Pacific Islander Populations--under the Advisory Committee on the Asian and Pacific Islander Populations. We will keep the chair of the Committee informed on this matter regarding the size of the subcommittees and whether they will be functioning by the June 1998 Advisory Committee meeting.

### **Recommendation 3**

#### **Employ Members of the Asian and Pacific Islander Communities in SES and Professional Level Positions**

"The API Committee reiterates its previous recommendation #6 of May 11-12, 1995, to encourage the Bureau to employ members of the Asian and Pacific Islander communities in positions of SES and professional level categories."

#### **Census Bureau Response**

We agree with the Advisory Committee that the Census Bureau should increase its efforts to attract well-qualified candidates from the Asian and Pacific Islander communities for employment in professional and SES positions.

We currently are undertaking a number of initiatives designed to improve our recruitment of members of the Asian and Pacific Islander and other ethnic communities. As part of our extensive college recruitment effort, we will be visiting approximately 150 colleges and universities looking primarily for statisticians, mathematician statisticians, and computer specialists at grades 5 through 12. More than 30 percent of the schools targeted for recruitment have appreciable numbers of Asian and Pacific Islander students majoring in studies related to our vacancies. We also plan to send information on the Census Bureau and our current employment opportunities to more than 500 colleges and universities nationwide. We will ensure that schools with significant numbers of Asian and Pacific Islanders majoring in fields related to our mainstream occupations receive copies of our recruitment materials.

We also are revising our mailing list for SES and other high-level vacancies to ensure that we are sending recruitment information to sources that are likely to produce well-qualified candidates.

We are very interested in receiving from members of this Committee suggestions on appropriate organizations or groups to place on the vacancy mailing lists. We also are interested in suggestions of colleges or universities that are likely to produce interested, well-qualified applicants. We welcome your ideas on how we can better attract well-qualified members from the Asian and Pacific Islander communities.

### **Recommendation 4**

### **Hire API Community Specialists With the First Wave of Hiring**

“The API Committee reiterates its recommendation #7 of May 11-12, 1995, and further recommends the Census Bureau employ API community members as partnership specialists, specifically community specialists to be hired with the first wave of hiring.”

### **Census Bureau Response**

The Census Bureau understands the importance of recruiting individuals to develop a racially and ethnically diverse candidate pool. We are sensitive to and committed to recruiting individuals of diverse backgrounds, and believe this is reflected in the ethnic distributions of the approximately 200 government, community, and media partnership specialists. We provided the data on the ethnic breakdown to the Advisory Committees. All partnership specialists are expected to work with a diverse group of ethnic communities and organizations.

### **Recommendation 5**

#### **Use Examples in the “Other Asian” and “Other Pacific Islander” Categories and List “Native Hawaiian” After the “American Indian and Alaska Native Category.”**

“The API Committee reiterates two past recommendations for the Census 2000 from July 10, 1997:

“We recommend that in order to increase the response rate of all API groups, examples be used in the ‘Other Asian or Other Pacific Islander’ category as was done in the 1990 Census. Furthermore, we recommend the examples include refugee groups (Hmong, Cambodian, and Lao) due to federal mandates, as well as the Taiwanese, as per Committee recommendation made in December 1996.

“We reaffirm Recommendation 3 of our meeting on May 22-23, 1997 that ‘Native Hawaiian’ be listed after ‘American Indian and Alaska Native’ in the race question on the Census 2000 form. We believe that it is indeed possible to implement this recommendation within the space allowed. The following is our suggestion:

### **“Question 6**

What is this person’s race? Mark ☐ one or more races to indicate....

- ☐ White
- ☐ Black, African Am., or Negro
- ☐ American Indian or Alaska Native - Print name of enrolled or principal tribe

- |  |                                       |                                     |
|--|---------------------------------------|-------------------------------------|
| <input type="checkbox"/> Native Hawaiian         | <input type="checkbox"/> Asian Indian | <input type="checkbox"/> Japanese   |
| <input type="checkbox"/> Guamarian or Chamorro   | <input type="checkbox"/> Chinese      | <input type="checkbox"/> Korean     |
| <input type="checkbox"/> Samoan                  | <input type="checkbox"/> Filipino     | <input type="checkbox"/> Vietnamese |
| <input type="checkbox"/> Other Pacific Islander- | <input type="checkbox"/> Other Asian  |                                     |

Print Race

Examples: (Hmong, Cambodian, Lao, Taiwanese)”

### **Census Bureau Response**



The Census Bureau is examining alternatives, including the Committee's suggestion, for the formatting of the Asian and of the Native Hawaiian and Other Pacific Islander categories in the race item within the technical and space constraints of the Census 2000 questionnaire. However, at this time, we have not identified a workable alternative. Since previous research has shown that minor changes in the race question can lead to unanticipated reporting problems, we are extremely concerned about making any changes at this stage. This concern is especially strong because of the many critical uses of the data on race.

The Census Bureau did not include examples for the write-in lines associated with the race or Hispanic origin questions, including the "Other Asian" or the "Other Pacific Islander" categories, for two reasons. Most importantly, the space constraints of the Census 2000 Dress Rehearsal questionnaire do not allow us to include examples. Furthermore, our research suggests that examples do not affect reporting in either the race or Hispanic origin question.

### **Recommendation 6**

#### **Use the Asian American Surname List to Identify Concentrations of API Populations for the Targeted Dual Language Mailings in API Languages**

"The API Committee reiterates its recommendation #4 of December 11-13, 1995, and further recommends that the Asian American surname list be used to supplement the 1990 census data on concentration of API populations and also be used to identify additional concentrations of API populations for the targeted dual language mailing list and also to identify other API languages. The regional offices should work with the local partnership groups on this project. We also want to know from the Census Bureau the criteria used to determine which census tract will be used for dual language mailing."

### **Census Bureau Response**

The Census Bureau is nearing completion of a comprehensive analysis of the overall language assistance program for Census 2000. The analysis covers dual language mailings, "Be Counted" forms, telephone questionnaire assistance, questionnaire assistance centers, and language guides. The purpose of the analysis is to identify the total program that best balances the recommendations and needs of the API and other communities with other Census 2000 objectives and identified budget, schedule, and operational risks. The analysis includes lessons learned already from the Dress Rehearsal development and production activities. The Census Bureau hopes to be ready to share the results of its analysis with the Committee at the June meeting. If so, we can open discussions on such issues as the trait selection criteria.

**RECOMMENDATIONS OF THE  
CENSUS ADVISORY COMMITTEE ON THE  
HISPANIC POPULATION  
MADE AS A RESULT OF THE MEETING ON DECEMBER 11-12, 1997**

The Census Advisory Committee on the Hispanic Population made the following recommendations to the Director, Bureau of the Census, during the meeting on December 11-12, 1997. Comments showing the responses and actions taken or to be taken by the Census Bureau accompany each recommendation.

**Recommendation 1**

**Communicate to Hispanic Congressional Caucus Strong and Consistent Support for Separate Hispanic Origin Question Placed Before Race Question**

"We recommend that the Census Bureau communicate the Hispanic Advisory Committee's strong and consistent support for the following census questions content, and format (i.e., the use of a separate Hispanic origin question sequenced before the race question and including the term Latino) to the members of the Hispanic Congressional Caucus. We also ask the Census Bureau to communicate our concern that any deviation from this format will severely and negatively impact the accuracy and completeness of the Census 2000 count of Latinos."

**Census Bureau Response**

The Census Bureau is appreciative of the hard work and dedication shown by this Committee. The Committee's recommendation indicated that it desired the Census Bureau to communicate to the Hispanic Congressional Caucus its strong support for the census questions, content, and format on Hispanic origin and race. As an organization designed to act as unbiased advisors to the Census Bureau on ways to reduce the differential undercount, the positions of the Committee that affect the goal of having the most successful Census ever are important. Serving in this capacity should permit the Committee to express its views, in agreement or disagreement, openly to other committees, organizations, or caucuses who share its interests and objectives. The Census Bureau's Congressional Affairs Office can share with the Committee any liaison information that they have for organizations that it wishes to contact.

**Recommendation 2**

**Communicate to Majority and Minority Leaders of Congress the Committee's Support for Sampling and Resolution of U. S. Conference of Mayors**

"Whereas the Committee has previously recommended that sampling be used in the 2000 Census, and whereas the U. S. Conference of Mayors has passed a similar resolution, we therefore recommend that the Bureau communicate these recommendations to the majority and minority leaders of Congress."

**Census Bureau Response**

The Census Bureau appreciates this Committee's continued support for sampling. The Census Advisory Committee on the Hispanic Population in its capacity and within rules of its bylaws, or as independent citizens, may submit recommendations directly to the office of the majority and minority leaders of Congress.

The Census Bureau had not formally received the resolution from the U.S. Conference of Mayors. This organization usually sends such communications directly to the President or Congress through their own established media.

### **Recommendation 3**

#### **Multiple Responses to the Hispanic Origin Question Be Allocated to A Single Response**

"For purposes of the Dress Rehearsal, we recommend that multiple responses to the Hispanic origin question be allocated to a single response for the official tabulation of these results.

"The Committee also recommends that multiple responses to the Hispanic origin question be used for research purposes and reported to the Committee."

#### **Census Bureau Response**

For the Census 2000 Dress Rehearsal, the Census Bureau will incorporate the Committee's recommendation in its edit specifications for reporting in the Hispanic origin or Latino questions. We will use these edits to produce the official Census Bureau Dress Rehearsal tabulations of data on the Spanish, Hispanic, or Latino population. We will preserve the multiple reporting to the question in the electronic files to produce special tabulations for research and will report the results to this Committee.

### **Recommendation 4**

#### **Clarify Language of the Spanish Origin Question**

"In light of the potential for ambiguity, we recommend that the Census Bureau conduct further research in clarifying the exact language of the Spanish origin question."

#### **Census Bureau Response**

The current wording of the question on Spanish, Hispanic, or Latino for the Census 2000 Dress Rehearsal was carefully developed through extensive cognitive research and large-scale testing in the Census Bureau's 1996 National Content Survey and the Race and Ethnic Targeted Test. These tests show that the current wording of the ethnicity question, including the instructions, unambiguously conveys the intent of the question to respondents. We do not plan to conduct any further research on this question prior to Census 2000.

### **Recommendation 5**

#### **Increase Outreach and Promotion Efforts to Central and South American Communities**

“The Committee strongly recommends the increase of outreach and promotion efforts to the Central and South American communities.”

#### **Census Bureau Response**

The Census Bureau plans to increase its outreach and promotion efforts to the Central and South American communities. Outreach to these communities will proceed in the same manner as the Hispanic community as a whole. At both the national and local levels, we will contact community, church, and educational organizations that service this segment of the Hispanic population to discuss the plans for Census 2000 and their role in the Partnership Program.

#### **Recommendation 6**

##### **Commend Dr. John Garcia for His Dedicated Service and Leadership**

“We recommend that our outgoing Committee Chair, Dr. John Garcia, be commended for his dedicated service and leadership.”

#### **Census Bureau Response**

The Census Bureau agrees in the commendation of Dr. John Garcia, the outgoing Committee Chair, for his dedicated service and leadership to the Committee and Census 2000. We look forward to working with the new Chair, Mr. Anthony Chavez.

#### **Recommendation 7**

##### **Commend the Recent Hiring of Three Hispanic Regional Directors**

“The Committee commends the Census Bureau in its recent hiring of three Hispanic Regional Directors.

“In light of the overall employment data for the Bureau, however, we recognize the need for increasing the number of Hispanics in the GS-12 to the SES levels. In addition, we request the most current employment profile of decennial staff by race, Hispanic origin, and gender.

“Finally, we request that the Bureau explain for the current under representation of Hispanics at the GS-12 levels and above.”

#### **Census Bureau Response**

We thank the Advisory Committee for commending the Census Bureau on its recent hiring of three Hispanic regional directors. As requested, we provided the Committee with a chart that profiles the current demographic breakdown of the staff in the decennial census directorate.

The Committee questioned the current representation of Hispanics particularly at grades 12 and above. Our analysis of our employment profile shows that the representation rates for Hispanic employees generally are higher in positions grade 12 and above than in positions below grade 12. As of December 31, 1997, Hispanic employees comprised 3.6 percent of the Census Bureau’s workforce, but 4.0 percent of the employees grade 12 and above.

We did a further examination of our profiles at the highest grade levels; that is, 13 and above, using data from the National Professional/Administrative Civilian Labor Force. The vast majority of employees grade 13 and above at the Census Bureau work in professional/administrative/ managerial jobs. Hispanic employees constitute 4.5 percent of the Census Bureau's employees grade 13 and above. Also, Hispanic employees now make up 9 percent of the Census Bureau's SES workforce.

We are taking a number of steps to improve our recruitment of Hispanics at the Census Bureau. As part of our extensive college recruitment effort, we will be visiting approximately 150 colleges and universities looking primarily for statisticians, mathematical statisticians, and computer specialists at the grades 5 through 12. More than 10 percent of the schools we have targeted for recruitment have appreciable numbers of Hispanic students majoring in studies related to the vacancies. We will ensure that schools with significant Hispanic representation in fields related to the vacancies receive copies of the recruitment material. The regional offices also are aggressively recruiting people of Hispanic origin, both for decennial and nondecennial regional positions. We would be very interested in receiving suggestions of Hispanic organizations or groups from the Advisory Committee members for mailing lists for SES vacancy announcements. We also welcome the Committee's ideas on how we can better attract well-qualified applicants from the Hispanic community.

**APPENDIX B****AGENDA**

Meeting of the Census Advisory Committee on the  
American Indian and Alaska Native Populations

December 10, 1997  
Francis Amasa Walker Conference Center  
Suitland, Maryland

1:30-1:45 p.m.	Introductory Remarks <i>Nampeo McKenney</i>
1:45-2:45	Enumeration Plan for Alaska <i>Deborah Randall</i>
2:45-3:45	Update of Geography Issues <i>Dorothy Stroz</i>
3:45-4:45	Tribal Government Liaison Program <i>Nedra Darling, Diana Harley</i>
4:45-5:15	Discussion of Staffing Needs
5:15-5:30	Public Comment
5:30	Adjourn

## AGENDA

Joint Meeting of the Census Advisory Committees on the  
African American, American Indian and Alaska Native,  
Asian and Pacific Islander, and Hispanic Populations

December 11-12, 1997  
Francis Amasa Walker Conference Center  
Suitland, Maryland

### Thursday, December 11, 1997

8:45-9:00 a.m.	<b>COFFEE</b>
9:00-10:00	<b>INTRODUCTORY REMARKS AND UPDATES</b> <i>Lee Price</i> , Acting Under Secretary, Economic Affairs, Department of Commerce <i>Martha Farnsworth Riche</i> , Director, Census Bureau
10:00-12:00	<b>COMMITTEE CONCURRENT SESSIONS</b> <i>(See reverse side)</i>
12:00-1:00 p.m.	<b>LUNCH</b> (working lunch) Committee Concurrent Sessions continued
1:00-1:30	<b>REMARKS</b> <i>Robert Mallett</i> , Deputy Secretary
1:30-2:30	What Is the Master Activity Schedule? How Will It Work for the Census 2000 Dress Rehearsal? <i>Bradford Huther</i> , Deputy Director, Census Bureau
2:30-2:45	<b>BREAK</b>
2:45-4:00	Building Partnerships - Update of the Advertising Campaign - Update of the Census in the Schools Project - Update of the Business Partnership Plan <i>Philip Sparks, Juanita Lott, Kenneth Meyer, Census Bureau</i> <i>Bruce Jacobs</i> , Member of Census 2000 Advertising Selection/Advisory Team
4:00- 5:30	<b>COMMITTEE CONCURRENT SESSIONS</b> <i>(See reverse side)</i>
5:30	<b>ADJOURN</b>

# COMMITTEE CONCURRENT SESSIONS

Thursday December 11 Sessions	AFRICAN AMERICAN  Chair: <b>Bob Hill</b>  Conrad Taeuber Room	AMERICAN INDIAN and ALASKA NATIVE  Chair: <b>Ted Jojola</b>  Room 2416	ASIAN and PACIFIC ISLANDER  Chair: <b>Cyril Nishimoto</b>  Room 2424	HISPANIC  Chair: <b>John Garcia</b>  Henry Gannett Room
10:00-12:00	Review issues from last meeting -Advertising contract -Staffing update  Discussants' review of the topics for the plenary sessions  Review responses to recommenda- tions	Review issues from last meeting -Internet node - Contact database status  Discussants' review of the topics for the plenary sessions  Review responses to recommenda- tions	Review issues from last meeting -Results of cognitive research -Recruitment of legal noncitizens  Discussants' review of the topics for the plenary sessions  Review responses to recommenda- tions	Review issues from last meeting -Results of cognitive research on the Hispanic origin question  Discussants' review of the topics for the plenary sessions  Review responses to recommenda- tions
4:00-5:30 p.m.	Discussion of topics with staff -Working group update on rural communities - Constituency building	Discussion of topics with staff -Update on Larry Rodgers' recommendations on recruiting and maintaining staff -Research on race item -Constituency building	Discussion of topics with staff -Update on Hawaiian Homelands -Update on language questionnaire -Constituency building	Discussion of topics with staff -Research on multiple Hispanic origin entries -Constituency building



## AGENDA

**Friday, December 12, 1997**

8:30-8:45 a.m. **COFFEE**

8:45-9:00                      Report on the 2000 Census Advisory Committee Meetings  
*Clifford Collins*, ex officio member

9:00-9:45                      Process of Determining the Final Proposals on Tabulation of Race and  
Ethnic Data in the Federal Statistical System  
*Katherine Wallman*, Office of Management and Budget  
*Clyde Tucker*, Bureau of Labor Statistics  
*Jeanne Griffith*, National Science Foundation

9:45-10:00                    **BREAK**

10:00- 11:00                  Implementing OMB's Preliminary Guidance on Tabulation of Data on Race and  
Ethnicity in Data Products from the Dress Rehearsal  
*Jorge Chapa*, Chair  
*Jorge del Pinal*, Presenter

11:00-12:00 p.m.            A Preview of the Census Bureau's Data Access and Dissemination System

12:00-2:00                    **COMMITTEE CONCURRENT SESSIONS**  
(See reverse side)

And

**LUNCH** (*Working Lunch*)

2:00- 2:45                      How Can Local Organizations and Local Officials Identify Service  
Locations (such as shelters and soup kitchens) Needed to Conduct the  
Service-Based Enumeration?  
*Glenda Ahaitty*, Chair  
*Annetta Clark Smith*, Presenter  
*Discussants: Kermitt Waddell, Glenda Ahhaitty, Margaret Chin,*  
*Aileen Lucero*

2:45- 4:00                    **JOINT SESSION**  
- A Conversation: Advisory Committees  
- Committee Recommendations

4:00-4:15                    **PUBLIC COMMENT**

4:15                            **ADJOURN**

### COMMITTEE CONCURRENT SESSIONS

<b>Friday, December 12</b>	AFRICAN AMERICAN  <i>Chair: <b>Bob Hill</b></i>  Conrad Taeuber Room	AMERICAN INDIAN AND ALASKA NATIVE  <i>Chair: <b>Ted Jojola</b></i>  Room 2416	ASIAN AND PACIFIC ISLANDER  <i>Chair: <b>Cyril Nishimoto</b></i>  Room 2424	HISPANIC   <i>Chair: <b>John Garcia</b></i>  Henry Gannett Room
12:00-1:00  and  1:00-2:00 (working lunch)	Draft Recommendations	Draft Recommendations  Elect Chair	Draft Recommendations	Draft Recommendations

**APPENDIX C**  
**Bureau Personnel Present**  
 (Asterisk [\*] indicates Committee coordinators)

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 Emma Moreno, Special Assistant  
 Janice Hamilton-Outtz, Special Assistant  
 Juanita Lott, Special Assistant  
 Judith Waldrop, Special Assistant  
 Bradford R. Huther, Deputy Director  
 Peter A. Bounpane, Special Assistant  
 Philip L. Sparks, Associate Director for Communications  
 Paula Schneider, Principal Associate Director for Programs  
 Nampeo McKenney, Senior Program and Technical Advisor  
 \*Diana Harley, Coordinator, Joint Census Advisory Committees on the Race and Ethnic Populations  
 Marvin D. Raines, Associate Director for Field Operations  
 Janet Cummings, Special Assistant  
 John H. Thompson, Associate Director for Decennial Census  
 Nancy M. Gordon, Associate Director for Demographic Programs  
 Cynthia Z.F. Clark, Associate Director for Methodology and Standards  
 Nancy Miller  
 Pearl Miller

**Administration and Customer Services**

Maxine Anderson-Brown, Chief, Conference and Travel Services Office  
 Anna Holaus  
 Kathy Italiano  
 Kathy Maney  
 Carol McDaniel  
 Betty Ann Saucier  
 Barbara Sherry  
 Artina Venning

**Agriculture and Financial Statistics**

Mary Frauenfelder

**Acquisition and Security Division**

Patti Becker

**Census Liaison Office**

Stan Rolark, Chief  
 Sarabeth Rodriguez

**Census 2000 Publicity Office**

Kenneth C. Meyer, Chief  
Jennifer Marks, Special Assisant  
Solomona Aoelua  
Brenda August  
\*Nedra Darling  
Anita Lembo  
Kendall B. Oliphant

**Census 2000 Redistricting Data Office**

Marshall Turner, Chief

**Congressional Affairs Office**

Tim Jones

**Decennial Management Division**

Lourdes Flaim, Chief, Dissemination and Education Programs Branch  
Julie Buckley-Ess  
Karen Crook  
Kimberly Giesbrecht  
Carol Van Horn  
Idabelle Hovland

**Decennial Statistical Studies Division**

\*Jimmie Scott

**Decennial Systems and Contracts Management Office**

Marian Brady  
Neil Cotton

**Equal Employment Opportunity Office**

Carol Shaw, Chief

**Field Division**

Mike Weiler, Assistant Chief  
Mary Thrift Bush  
Jeri Green  
Dorothy Jackson  
\*Ralph Lee  
Geraldine Mekonnen  
Bettye Moohn  
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Derrick Rison  
Elda Robinson  
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Campbell Gibson, Acting Chief, Special Programs

Roderick Harrison, Chief, Racial Statistics Branch

J. Gregory Robinson, Chief, Population Analysis Staff

\*Manuel de la Puente, Chief, Ethnic and Hispanic Statistics Branch

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**APPENDIX D**

November 18, 1997

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## APPENDIX E

### List of Background Documents (Asterisk[\*] indicates material distributed at meeting)

\*Accounting for Everyone: A Challenge for Census 2000. Revised November 6, 1997. 2 pp.

Agenda—Joint Meeting of Census Advisory Committees on the African American, American Indian and Alaska Native Populations, Asian and Pacific Islander Populations and Hispanic Populations. December 11-12, 1997. 4 pp.

Agenda—meeting of the Census Advisory Committee on the American Indian and Alaska Native Populations. December 10, 1997. 1 p.

\*American Indian and Alaska Native Geographic Programs. n.d. 1 p.

Census Advisory Committee Membership List for African American Population. November 18, 1997. 2 pp.

Census Advisory Committee Membership List for American Indian and Alaska Native Populations. November 18, 1997. 3 pp.

Census Advisory Committee Membership List for Asian and Pacific Islander Populations. November 18, 1997. 3 pp.

Census Advisory Committee Membership List for Hispanic Population. November 18, 1997. 3 pp.

\*Census 2000 American Indian and Alaska Native Geographic Area Program Summary. n.d. 1 pp.

\*Census 2000 “Census in Schools” Project. December 1997. 5 pp.

Census 2000 Partnership Program Plan. December 11-12, 1997. 9 pp.

Census 2000: Partnership and Promotion. August 1997. 4 pp.

Census 2000 Partnership and Recruiting, Help Wanted. August 1997. 4 pp.

Census 2000 Partnerships, We Can’t Do It Without You. August 1997. 2 pp.

Census 2000 Proposed Products and Data Dissemination Plans. December 11-12, 1997. 17 pp.

\*Census 2000 Redistricting Data Program, Public Law 94-171. 2 pp.

\*Census 2000 Tribal Government Liaisons by Regional Office. December 10, 1997. 6 pp.

\*Committee on Government Reform and Oversight, Release “Chairman Dan Burton Announces Head of New Census Panel”. November 20, 1997. 3 pp.

- \*Comparison of 1990 and 2000 Census Population Subjects Grouped by Federal Legislative Needs. May 1977. 2 pp.
- \*Congressional Action on FY 1998 Budget Request Hard Questions About Sampling. [Revised] November 6, 1997. 7 pp.
- \*Federal Register: Part II Office of Management and Budget: Revisions to the Standards for the Classification of Federal Data on Race and Ethnicity; Notices. October 30, 1997. 10 pp.
- \*Government Seeks Help on Census Race Labels. November 27, 1997. 3 pp.
- \*"Hard Questions About Sampling". November 6, 1997. 7 pp.
- \*"Implementing OMB'S Preliminary Guidance on Tabulation of Data on Race and Ethnicity in Data Products From the Dress Rehearsal". n.d. 5 pp.
- Memorandum for Census Advisory Committees....From Diana Harley...Subj: Background Materials for the Joint Meeting of the Census Advisory Committees on the Race and Ethnic Populations to be held December 11-12, 1997. November 18, 1997. 2 pp.
- \*Memorandum for 2000 Census Advisory Committee...From Enrique Gomez...Subj: DADS97 Evaluation/Testing and DADS98 Requirements. December 3, 1997. 6 pp.
- \*Memorandum for Special Government Employees. Subj: Ethics. January 29, 1996. 7 pp.
- \*Minutes and Report of Committee Recommendations "Census Advisory Committees on the American Indian and Alaska Native Populations dated May 21, 1997 and Joint Meeting of the Census Advisory Committees on the African American, American Indian and Alaska Native, Asian and Pacific Islander, and Hispanic Populations, dated May 22-23, 1997. 99 pp.
- \*Minutes and Report of Committee Recommendations: DRAFT "Joint Meeting of the Commerce Secretary's 2000 Census Advisory Committee, the Census Advisory Committee of Professional Associations (PAC), the Census Advisory Committee on the African American Population (AA), the Census Advisory Committee on the American Indian and Alaska Native Populations (AIAN), the Census Advisory Committee on the Asian and Pacific Islander Population (API), and the Census Advisory Committee on the Hispanic Population (HISP)", dated July 10, 1997. 50 pp.
- \*Race, Hispanic Origin, and Ancestry Questions for Census 2000 Dress Rehearsal. December 1997. 3 pp.
- \*Regional Director Briefing Book. n.d. 27 pp.
- \*Roll Call, Guest Observer "Science, Not Politics, Should Guide Plans for the Next Census. September 25, 1997. 3 pp.
- Semiannual Summary (Highlights of Developments over the past 6 Months). September 1997. 10 pp.
- Technical Working Paper No. 13-Building a Spanish Surname List for the 1990's—A New Approach to an Old problem. March 1996. 25 pp.
- Telephone Contacts for Data Users. April 1997. 11 pp.

\*Tribal Government Liaison Program. n.d. 3 pp.

\*Update on Service-Based Enumeration Strategies (for agenda session titled, "How Can Local Organizations and Local Officials Identify Service Locations Needed to Conduct the Service-Based Enumeration?"). December 1997. 3 pp.

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